GTA URBAN STRUCTURE:

AN ANALYSIS OF PROGRESS TOWARDS THE VISION

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Executive Summary

The GTA Urban Structure - An Analysis of Progress Towards the Vision

In 1992, following a period of consultation and debate, the Province of Ontario and representatives of the five regions and 17 of the area municipalities in the Greater Toronto Area reached consensus on a vision for the future of the GTA. The essence of the vision as it relates to urban structure is to concentrate a significant proportion of growth over a 30 year period in a new structure focused on a series of higher density, mixed use nodes and linking corridors. According to the vision, the nodes and corridors are to be characterized by compact, pedestrian-oriented urban form well served by public transit. One of the benefits of developing this new urban structure would be to assist in achieving a transportation system that balances transit and automobile use and contributes to maintaining a high quality of life in the Greater Toronto Area.

PURPOSE OF STUDY AND OBJECTIVES

This study examines progress made towards achieving the vision of the urban structure in terms of public policy, infrastructure and interest from the private sector. For a long-term project such as implementing a new urban structure, it is important to find out early on if we are moving in the right direction and to adjust our strategies accordingly.

Relying on interviews and analysis of municipal documents, we determined what steps have been taken to amend official plans and the extent to which capital works investment is being used to support policy. We also examined the response of the development industry to these initiatives. As well, we looked at the consequences of not achieving the vision. The study was undertaken as research for the Office for the Greater Toronto Area, Ministry of Municipal Affairs & Housing and the Transportation Systems Planning Branch of the Ministry of Transportation. A principal purpose for the study is to provide input into the on-going GTA Transportation Plan, begun in 1994.

HOW THE GTA VISION DEVELOPED

The GTA vision for nodes and corridors has its roots in a complex series of events and radical shifts in approaches to planning policy philosophy. In the late 1980s, a number of pressures associated with boom development conditions convinced provincial officials that steps needed to be taken to manage growth in the GTA. A key realization following release of the preliminary 1986 census results was confirmation that growth would continue to be concentrated in the less densely developed parts of the GTA. Policy makers became concerned about the negative impacts of sprawl, the viability of transit in low density areas and the effect that this growth trend would have on the region's quality of life.

In 1988, the Greater Toronto Coordinating Committee (GTCC) was formed, comprised of municipal CAOs, and the Office for the Greater Toronto Area was also established. The first population and employment projections commissioned by the OGTA emphasized that the highest rates of growth and demand for new infrastructure would occur in the outlying regions in the first decades of the 21st century. This created a sense of urgency for coming to grips with concepts for growth management and a consensus developed among the GTA urbanized municipalities regarding the desirability - in principle, at least - of transit-oriented, compact urban form concentrated in a series of higher density nodes linked by corridors. The GTA vision, as it came to be known, was outlined in "GTA 2021 - The Challenge of Our Future." The concept for nodes and corridors was described in an advisory document written by the Working Group on Urban Form and illustrated as the GTA Urban Structure Map.

PRINCIPAL FINDINGS

Despite expressing doubts about the marketability of higher density development and concerns about the availability of funding for public transit infrastructure, the regions have taken the necessary steps to integrate growth management policies, although it is not clear that incorporating limits to the "urban envelope" into official plans has reduced the rate and extent of greenfield development. The regions have also incorporated an urban structure of nodes and corridors into their official plans. The regions (Halton, Peel, York, Metro and Durham) and the 17 area municipalities have made considerable progress in establishing the policies for planning mixed-use, compact development in nodes but they have not been as successful in policy development and planning for higher density corridors, which provide links between the nodes. Overall, we concluded that the urban structure is being interpreted from the perspective of individual jurisdictions rather than seen as a broad vision for improving the GTA as a whole.

A key problem is that corridors traverse jurisdictions and involve multiple layers of bureaucracy which sometimes have competing or conflicting objectives. This makes it difficult to satisfy or stimulate the demand for public transit. A further problem is that with the exception of TTC and GO, the other 12 transit agencies are focused locally. The consequence is that there is currently no agency with a mandate to respond to the very different requirements of a multi-centred regional urban structure.

In reviewing the progress made towards the GTA vision as set out in official plan policy, expectations for the role to be played by transit were found to be unrealistic, particularly for areas outside Metro Toronto. From the point of view of infrastructure, we found that neither the regions nor the area municipalities are effective in using the power of capital spending on infrastructure to influence development focused on nodes and corridors. A commitment by the Province made in 1992 to establish priorities for infrastructure spending on a GTA-wide basis was not met and as a result infrastructure decisions being made by the regions are not necessarily taking into account the potential to realize broader economic benefits to the GTA as a whole. One way this could be addressed is through the establishment of the proposed Greater Toronto Services Board (GTSB).

From the perspective of the private sector, development activity has been at a low level since the GTA vision was agreed to in 1992, and is only now recovering. Nevertheless, there is no evidence that, even in areas where transit is readily available, development in nodes and corridors is proceeding faster than development in other areas. In terms of consumer demand (from both the residential and the commercial side), the market for higher density, compact development in these areas has not yet been successfully developed.

As previously noted, municipalities in the GTA have made considerable strides towards putting in place policies to guide nodal development. The regions all address growth management in their official plans and set out policies for creating an urban structure. The area municipalities have also followed through with secondary plans and backed up these plans with urban design guidelines. However, the strategic value of the GTA vision, which is to concentrate growth in a limited number of nodes, has largely been lost as a result of an over designation of nodes by individual municipalities. Some 47 nodes are designated in official plans in the GTA, nearly fifty percent more than originally identified in the GTA vision. Even among the 29 nodes originally shown in the GTA vision, nearly a third in our view do not meet the criteria for nodes outlined in the Working Group document.

Although we were able to establish that the regions and area municipalities have done a good job of integrating the principles inherent in the GTA vision in official plans, we concluded that implementing the urban structure is not a high priority. More accurately, it is just one of many issues being dealt with, and, as a result has a much lower profile among municipalities, the development industry and the general public than might be expected, given the level of effort expended to date and the consequences of not realizing this vision on the future of all municipalities in the GTA.

IMPLICATIONS FOR THE FUTURE

Many of the issues raised in the course of the study could be addressed by a coordinating body such as the proposed GTSB. In terms of the GTA Transportation Plan, the proliferation of nodes designated in official plans across the GTA (47), combined with a failure to establish priorities for GTA infrastructure, means that there is a danger that investments to improve transit will be spread too thinly if approved official plans are taken at face value.

We believe that there is a pressing need to establish infrastructure priorities and that investment in transit be focused in a relatively small number of centres thought to have the highest potential for early success. Whether undertaken by a new coordinating body such as the proposed GTSB, or acting under the auspices of the GTCC, this is an appropriate time to revisit the GTA vision of nodes and corridors to re-affirm commitment to the vision and develop new strategies.

In future, from the perspective of the municipalities, we foresee a shift in emphasis from policy making to developing strategic joint venture relationships with the private sector. At the area municipal level, there could be a new emphasis on working with the development community to create a strong image on the attractiveness of living and working in nodes and corridors and improving the range of accommodations being offered. In addition, successful marketing requires that nodes have a distinct and marketable identity. Municipalities need to work with the development industry to develop identities for these "transit oriented villages" that can be used to reach potential customers.

For the regions, implementing the urban structure should be recognized explicitly as a priority and might even include a commitment to ensure that a minimum percentage of all new development takes place in designated nodes and corridors.

RECOMMENDATIONS

Even if the GTSB is established as proposed — which would see significant changes in the Province's formal coordination role in the region — the mandate of individual ministries such as the Ministry of

Transportation, which has responsibilities for investment and operation of the 400 Series highways, will continue to affect decision-making in the GTA. This issue will need to be addressed.

The recommendations (reproduced from the main report) focus on regional and area municipal responsibilities, and are organized under the headings of policy, infrastructure, development, monitoring and communications.

Policy

- **The regions should establish through the GTSB or other coordinating body priorities for the development and servicing of the nodes and corridors that form the basic structure of the GTA vision.**

  Without an established priority it will be difficult to match public and private sector investment and there is a significant risk that the vision will not be realized.

- **The designation of more nodes in the Regions of Halton and Durham than originally envisaged should be reconciled with the initial GTA vision.**

  The designation of significantly more nodes in these regions suggests that there may be a considerable discrepancy between the expectations of these regions and others in the GTA or a different understanding of and commitment to the GTA vision. This issue needs to be resolved.

- **Work should be undertaken on how corridors can be developed and will function in practice.**

  Although there has been some interesting work to date, this is limited in scope and it appears that how corridors will function and be marketed needs to be considered more thoroughly with regard to the wide variety of circumstances under which these could develop across the GTA.

- **An approach to cross-jurisdictional planning and implementation needs to be developed.**

  A number of problems were noted with respect to the planning of corridors that ran across and along municipal boundaries. These need to be addressed if these corridors are to develop effectively.

- **Targets which are set municipality by municipality and guide the development mix toward the structure set out in the vision are necessary to clarify the municipal commitment.**

  Such targets should address the issue of density, mix and location of development so that the proposed GTSB can realistically monitor progress and determine what is required in terms of public sector investment. Reconciling such targets with a cyclical development market and shifting consumer preferences is acknowledged as a major challenge but none the less should be addressed.

- **The GTSB or other coordinating body, together with the regional governments, should be given the task of regularly updating and reaffirming commitment to a shared long-term vision.**

The focus at the GTA-wide and regional level should be the strategy which is tied to service provision while the task of the area municipalities is to generate interest in the concept at the local level, recognizing that significant differentiation between locations is necessary to reach different market segments across the GTA.

- **Maintaining the commitment of the key municipal stakeholders to the vision requires constant attention.**

  It is recommended that each new regional council be presented with the vision for the GTA structure and the implications it has for decision making, early on during the mandate of each new council.

Infrastructure

- **The GTSB or other coordinating body, together with the regions, should establish a strategy for expanding transit service to nodes and corridors that can be linked to long-term capital planning for all infrastructure and provide the basis for complementary private sector investment.**

  Priorities for capital spending on transit improvement will be necessary and it is important for these to be explicit so that the private sector can be mobilized toward complementary investments. The proposed GTSB should co-ordinate this with the Regional Municipalities.

- **Municipalities' capital plans at both the regional and area level should have regard to the demands created by the urban structure.**

  Currently, the urban structure represented in official plans does not seem to have much influence on capital plans; if this problem were to be addressed it would represent a major step toward achieving planned patterns of land use.

Development

- **In order to achieve the desired urban form of nodes and corridors, the regions and area municipalities should agree on ways to reach and work with market forces.**

  We believe that an active partnership between the public and private sectors is necessary in order to achieve the desired change in urban form. The urban form we enjoy today has resulted from an implicit and loose relationship between municipalities and developers. To achieve the quality of urban form desired for the GTA these two sectors will need to work more closely together.

- **As the level of government closest to the development and real estate industry, the area municipalities and transit agencies should be asked to undertake the lead role in liaising with the development industry to establish partnerships aimed at proactively developing an appropriate identity, amenities and image for selected nodes in order to effectively attract customers. This approach should also be taken with selected corridors.**

Monitoring

- **The regions and area municipalities should agree on a set of common protocols that will allow all municipal monitoring efforts to fit into a common GTA-wide monitoring program.**

  This would improve comparability of data between jurisdictions and accelerate the process of establishing a region-wide database.

- **Based on the above principle, the regions and area municipalities should undertake to monitor the performance, capacity and utilization of development, infrastructure and transit use for nodes and corridors.**

  Providing feedback on performance is an excellent incentive for improved service, and a focus on corridors would likely lead to the identification of tangible benefits for locating and investing in corridors.

- **In developing detailed monitoring practices, the municipalities should enlist the support of the private sector to identify monitoring reports and provide data that can be developed in partnership with mutually beneficial results.**

  This would not only help leverage scarce municipal resources but focus monitoring efforts on areas of common interest where there is potential to modify or improve results.

Communications

- **The regions should collectively explore the potential to produce a single schedule or officially sanctioned map for the GTA to illustrate the urban structure as set out in current regional official plans.**

  In considering how to present this information, consideration should be given to modifying existing regional schedules so that the complete urban structure is presented for each region.

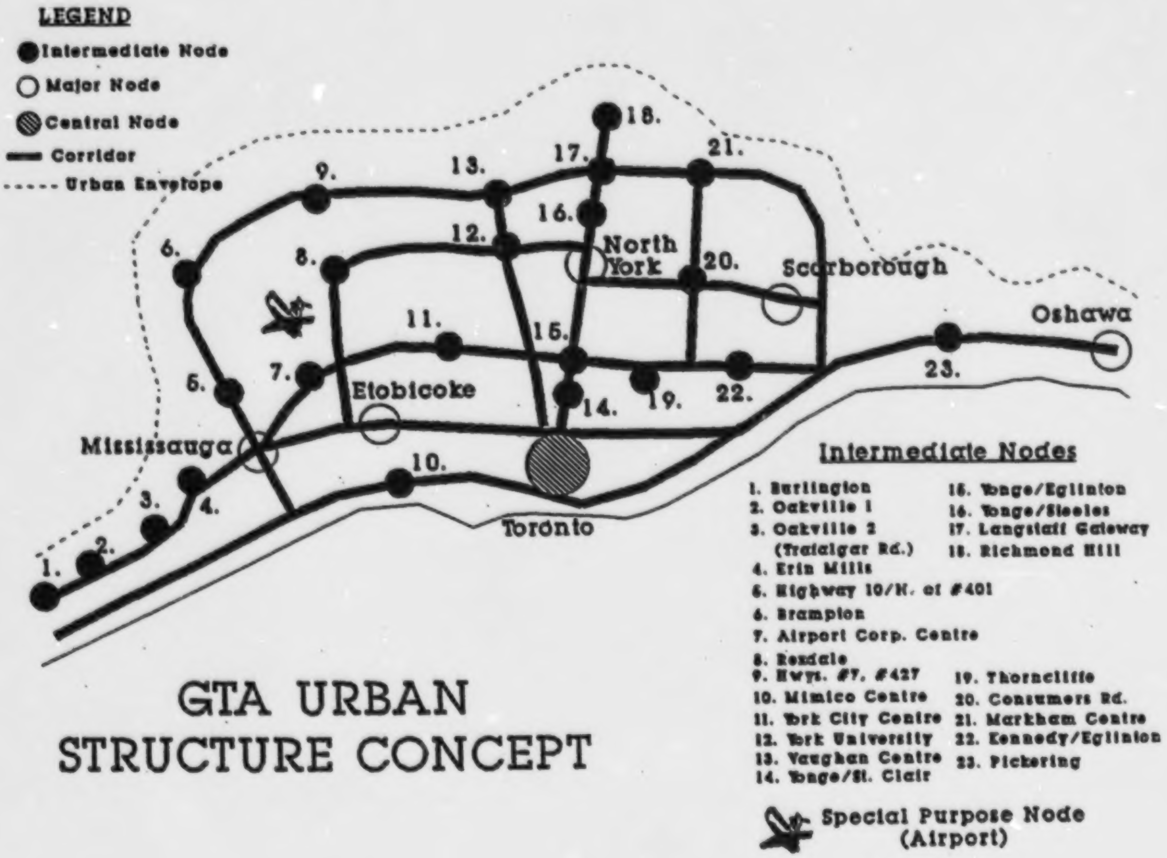
- **The regions should identify a location for and support of a central registry where all official plans, studies and relevant documentation on development issues in the GTA can be reviewed and/or purchased.**

  To ensure that relevant information is widely available, the GTA municipalities should agree that all subsequent documentation prepared will be registered. At a minimum, each region should make official plan and capital budgeting information for the region and its constituent municipalities available to the public. The Internet has considerable potential in this regard.

- **It would be helpful if the regions and area municipalities agreed on a set of common terminology and graphical symbols as a basis for clearer communication and decision-making.**

- **In recognition that developing the urban structure is a very long-term project, the regions and area municipalities should adopt a common practice for identifying senior staff and key political representatives with responsibility for continuity and coordination of urban structure issues within each jurisdiction.**

Staff turnover weakens the institutional memory and this often undermines the ability of municipalities to follow through on earlier commitments.


LEGEND
● Intermediate Node
○ Major Node
▨ Central Node
▬ Corridor
----- Urban Envelope
1.
2.
3.
4.
5.
6.
7.
8.
9.
10.
11.
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20.
21.
22.
23.
Mississauga
Etobicoke
North York
Scarborough
Oshawa
Toronto
Intermediate Nodes
1. Burlington
2. Oakville 1
3. Oakville 2 (Trafalgar Rd.)
4. Erin Mills
5. Highway 10/N. of #401
6. Brampton
7. Airport Corp. Centre
8. Rexdale
9. Hwys. #7, #427
10. Mimico Centre
11. York City Centre
12. York University
13. Vaughan Centre
14. Yonge/St. Clair
15. Yonge/Eglinton
16. Yonge/Steeles
17. Langstaff Gateway
18. Richmond Hill
19. Thorncliffe
20. Consumers Rd.
21. Markham Centre
22. Kennedy/Eglinton
23. Pickering
Special Purpose Node (Airport)

GTA URBAN STRUCTURE CONCEPT

This concept map was first published in a draft report by the Working Group on Urban Form in March 1992. This was used as the basis for the GTA Vision referred to in this study. The full report contains an interpretation of this map and a number of variations to illustrate the progress made by municipalities with respect to implementing the GTA Vision.

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2 ....(In Text) .... Map of GTA Urban Structure Concept

3 ....(In Text) .... Regional Responses to Provincial Documents

4 ....(In Text) .... Official Plan Updates

5 ....(In Appendix) .... Strategic Goals and Objectives in Regional Official Plans

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15 ....(In Text) .... Map of Regional Nodes that Meet Criteria fort GTA Vision (1997)

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20 ....(In Text) .... 2. Lakeshore Corridor

21 ....(In Text) .... 3. University-Spadina-Dufferin Corridor

22..............(In Text) .... 4. Dundas-Bloor-Danforth-Hwy 5 Corridor

23..............(In Text) .... 5. Eglinton Corridor

24..............(In Text) .... 6. Sheppard Corridor

25..............(In Text) .... 7. Finch Corridor

26..............(In Text) .... 8. Hwy 427/27 Corridor

27..............(In Text) .... 9. Hwy 7 Corridor

28..............(In Text) .... 10. Hwy 10/410 Corridor

29..............(In Text) .... 11. Markham Road Corridor

30..............(In Text) .... 12. Hwy 404/Don Valley Pkwy Corridor

31..............(In Text) .... Map of Transportation Studies & Emerging Local Corridors

32..............(In Text) .... Role of Transit Authorities

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1.0 INTRODUCTION

1.1 Purpose And Scope Of The Research Study

In 1992, following an intensive period of discussion and debate, provincial and municipal officials reached consensus on how to proceed with growth management in the Greater Toronto Area (GTA). The GTA vision, as it came to be known, was predicated on achieving a new urban structure for the GTA based on a pattern of nodes and corridors. The vision incorporated a comprehensive range of initiatives focused on preserving quality of life in the GTA. The principal directions dealt with the importance of "social equity, enhanced employment and economic vitality and a healthy environment" as values to underpin decision-making in the next 30 years. Central to this vision was the concept of concentrating a large proportion of higher density, mixed use development in nodes linked with corridors - locations that are (or have the potential) to be well served by public transit. The principles for this shared vision were outlined in "GTA 2021 - The Challenge of our Future", published in the spring of 1992. Details as to how the nodes and corridors concept could be implemented were addressed in one of six reports prepared by municipal-provincial working groups, issued in draft at around the same time and published in the fall of 1992.

The concept of an urban structure of nodes and corridors is also central to the thinking of the GTA Transportation Plan, which has been in development since 1994. The results of this study are to provide input to the Transportation Plan.

Last fall, the Canadian Urban Institute approached the Province with a proposal to undertake this research study to investigate the current status of municipal progress in implementing plans for a GTA urban structure comprised of nodes and corridors.

The purpose of this research study is threefold: to report on progress being made towards implementing the above mentioned vision for the GTA urban structure; to develop a methodology for on-going monitoring of progress towards the urban structure; and to provide input to the GTA Transportation Plan. The study area is the continuous urbanized part of the Greater Toronto Area covering 17 municipalities in five regions. This is illustrated on Exhibit 2.

Measuring, publishing, discussing and feeding back data to the municipalities responsible for implementing the GTA urban structure is seen as both a powerful motivator and a useful tool for future self-monitoring by the municipalities concerned. It will also provide important information which can be used to assess if changes to the desired structure are appropriate with regard to determining the rate of progress towards developing the desired urban structure.

In this regard, there have been significant changes in the policy and regulatory environment for planning in the GTA since 1992, as well as fundamental shifts in the way provincial funds and subsidies are distributed to municipalities, although the Province is still providing subsidies for existing infrastructure projects. With the introduction of block funding and increased self-reliance in terms of plan approval, municipalities have gained more control and responsibility for managing growth. The need for municipalities to be able to monitor the impact and effect of their decisions over time, as well as to assess their performance relative to adjacent municipalities and other parts of the region, has become more important because municipalities

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now bear responsibility for how funds from the Province are spent. This study attempts to provide municipalities with insights into how to accelerate their progress in adjusting to new responsibilities so they can work cooperatively with neighbouring jurisdictions to realize an urban form capable of supporting increased transit usage.

It is also important to underline that achieving a transit-supportive urban structure of nodes and corridors is a long term objective. This reinforces the value of reporting *early* and *regularly* on progress being made. This study is intended to provide a benchmark for future studies which could be undertaken by the municipalities themselves. It should also be noted that the concept for a Greater Toronto Services Board has emerged since this study began and many of the issues discussed may well fall under the jurisdiction of this proposed entity.

We also stress that developing nodes and corridors is only one - albeit important - element in achieving a sustainable urban structure. Most development will likely take place outside nodes and corridors, so the potential for achieving the concentrated activity necessary to support transit will largely depend on our ability to redirect and concentrate a reasonable amount of greenfield development to nodes and corridors. This clearly needs to be a cooperative effort involving not only decision-makers and staff in GTA municipalities, but the development community and their clients, the buying public. If the common goal is to create a physical environment in the GTA that successfully combines ease of movement with other attributes associated with a high quality of life, then realizing the urban structure is the most likely way to achieve that goal. Reducing the outward expansion of greenfield development by developing within an agreed urban envelope is another important variable.

1.2 Objectives

There are three principal objectives for this study:

1) To determine the progress being made in individual municipalities from a policy perspective towards achieving an urban structure based on nodes and corridors.

2) To determine whether the sum total of municipal initiatives regarding nodes and corridors is creating a regional land use structure capable of supporting increased transit usage as part of a viable regional transportation system.

3) To establish a means by which comparisons can be made easily across the region and through time to allow municipalities to monitor their own progress and the effectiveness of their planning policies and capital infrastructure programs.

There is a considerable time lag between establishing policy and seeing its effects "on the ground." This study will help determine if the crucial first steps have been taken to establish the necessary policy framework and how this is being reinforced by the provision of the necessary infrastructure. The study will also look at how the development industry is responding to municipal plans for achieving higher densities in selected nodes and corridors. Finally, the study makes a number of recommendations on how to improve current practice and procedures in the GTA for implementing the vision for the urban structure.

1.3 Approach, Methodology And Criteria

There were three principal components to the CUI's work program. The first was to design and test an interview guide; the second was to gather data and conduct interviews with the affected municipalities; the third was to analyze the collected documentation and interview results and distill our findings into this report. All three steps were taken with the guidance and input of a research steering committee comprised of representatives from the Office for the Greater Toronto Area, Ministry of Municipal Affairs and Housing and Ministry of Transportation.

In reviewing progress towards implementing the urban structure of designated nodes and corridors, we focused on three dimensions for evaluation: **policy**, **infrastructure** and **new development**. In order to overcome differences in nomenclature, approach and process among the constituent regions of the GTA, we created simple indicators that would be easy to communicate, make sense to the participating municipalities and provide a common basis for comparison.

An interview guide (see Appendix 1.) containing 14 questions was used to obtain information to provide answers to the following:

Creating the appropriate policy framework

- Have the regions established the strategic framework for growth management?
- Have the municipalities taken the necessary steps to designate nodes and corridors consistent with the GTA vision?
- At what stage is the policy implementation process?
- Have the municipalities taken the procedural steps to support or complement its commitment to establishing an urban structure?

Supporting the policies with capital investment

- Is the capital works plan for the municipality consistent with and/or supportive of the policies to establish the urban structure?
- Are the designated nodes and corridors serviced, and is there sufficient capacity to accommodate planned development?
- At what stage in the process is the servicing?

Evidence of development in response to policies and infrastructure investment

- Is development occurring in designated nodes and corridors, and is this consistent with municipal policies for mixed use and intensification?

As our work progressed, the scope was expanded to reflect additional relevant information such as identifying additional designated nodes and corridors not identified in the GTA concept map but which now appear on regional or area municipal plans. Official plans, secondary plans, corridor and urban design studies, 5 year capital plans and other relevant documents issued by 17 area and five regional municipalities were reviewed and analyzed to augment responses from the interviews. Additional interviews

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were carried out with selected transit authorities. After draft conclusions were reached in April a presentation was made to the Greater Toronto Coordinating Committee (GTCC). An invitation to meet to discuss the findings in more detail was issued to the regions. Meetings subsequently took place with senior staff from Peel and York.

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2.0 CONTEXT FOR THE GTA URBAN STRUCTURE

In the spring of 1992, following four years of consultation and debate, municipal and provincial representatives reached agreement in principle on a vision for managing growth in the Greater Toronto Area (GTA). This was based, in part, on achieving an urban structure of nodes linked by a series of corridors as a model for shaping growth in the region. In order to evaluate the progress being made towards achieving that structure some five years later it is necessary to understand the incentives that fostered interest in growth management, to see how consensus regarding the urban structure was reached, to examine the vision in detail and to review the expectations with respect to implementing the urban structure.

2.1 Motivations For Growth Management In The GTA

Several priority factors affected the evolution of growth management policies and development of the GTA vision. These included:

- a growing interest by GTA decision makers in addressing the challenge of controlling urban sprawl, which began with the formation in 1988 of the Greater Toronto Coordinating Committee (GTCC) and the Office for the Greater Toronto Area in response to pressures of rapid growth and which continued in the early 1990s during a severe economic downturn;
- the release in 1990 of several seminal studies that radically changed how regional planning was approached by encouraging planners to focus on integrating environmental, economic and physical planning to create a high quality of life and a sustainable urban environment; and
- the desire of regional and area municipalities to take on more responsibility for managing their own destiny, and to compete for a share of growth in an uncertain economic climate.

As a backdrop to these issues, new provincial governments in 1985 and 1990 each took radically different approaches to planning. Under the Liberal government, the province moved to exercise more control over what had previously been municipal responsibilities, with the release of documents such as the "Land Use Planning for Housing Policy Statement." Following the election of the NDP in 1990, concerns with the lack of cohesion in the planning system led to a provincial inquiry into planning (1991-1993) and eventually to a revised Planning Act (Bill 163) in 1994. The election of the Conservative government in 1995 resulted in further changes in direction with respect to planning, with another new Planning Act (Bill 20) coming into force in 1996.

Interest in growth management began in response to problems related to rapid growth

From the perspective of the low-growth 1990s, the mood and thinking of the "boom years" of the late 1980s is already a distant memory. In the late 1980s, construction cranes could be seen throughout the GTA. Fueled by pent up demand from the 1982 recession, development expectations for commercial development and new housing in the GTA were high, particularly in greenfield locations outside Metro Toronto. Commercial leasing brochures tracking new office growth struggled to keep data on emerging

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markets up to date and the weekend "New Homes" sections in local newspapers burgeoned in size. But the region was beginning to exhibit some signs of distress. These indicators included:

- municipal and developer concerns over limited access to piped services in high growth areas, primarily to the west and north of Metro;
- concerns over the low levels of new public sector infrastructure investment in the GTA and the negative impact on the economy of increased traffic congestion, stimulated by a well publicized study of goods movement in Metro Toronto in 1987 which documented the rising economic penalties related to road congestion;
- well-publicized complaints from the development industry via the Urban Development Institute, which issued monthly bulletins critiquing provincial and municipal approaches to development. The complaints focused on rising development costs, inadequate supplies of serviced land, "punitive" development charges to pay for "excessive" development standards in greenfield locations; and
- criticisms of regional planning authorities, stimulated by quarrels over the allocation of infrastructure capacity but exacerbated by the failure of the regions to complete the process of creating and/or adopting official plans.

These pressures combined to persuade the provincial government to take a more active role in the GTA's growth, leading to the formation of the GTCC and OGTA in 1988. Two key growth management-related projects initiated by the OGTA following its formation were the launching of a municipal-provincial consultation process to develop long-term projections for employment and population in the GTA and investigations into urban form and structure, focused on promoting alternatives to continued urban sprawl.

Initial long-term growth forecasts reflected expectations for high growth

The first set of employment and population forecasts became available in the fall of 1989, following the release of the preliminary results of the 1986 census. These numbers, based on consultant reports by Hemson Consulting and Clayton Research, confirmed that most growth was occurring - and would likely continue to occur - in the less densely developed regions surrounding Metro Toronto. This was no surprise to municipalities west and north of Metro, where the pace of development in the late 1980s had already resulted in sporadic development freezes and threats of development caps. Concerns also began to mount regarding the implications of continued low density expansion of the urban envelope on urban form and the viability of public transit. A key finding in Hemson's employment projections was that the bulk of employment growth to 2031 would occur by 2011, particularly in the regions of York and Peel. Significant proportions of future employment were also forecast to take place in large office buildings (more than 20,000 sq. ft). It was therefore concluded that there was some urgency in reaching decisions on infrastructure spending for the GTA.

Consultation between February and June, 1990 on employment and population scenarios for future growth in the GTA took place under the auspices of the Greater Toronto Coordinating Committee (GTCC), a forum for GTA CEOs and senior provincial officials. It quickly became apparent that reaching consensus on growth management would require more work. For the regions, the practical reason for developing projections acceptable to all parties was the extent to which capital planning, operating statements and other financial forecasts, including development charges by-laws, are based. Also at stake were significant sums of per capita provincial transfers. The discussions drew attention to competing aspirations among the

Exhibit 1: Chronology of Key Publications and Events

Year	Provincial initiatives	Municipal initiatives
1988	The Greater Toronto Coordinating Committee and Office for the Greater Toronto Area established.	
Oct 1989	Population (Clayton) and Employment (Hemson) projections for GTA	
1989	Land Use Planning Housing Policy Statement	
June 1990	Urban Structure Concepts study (IBI et al)	
Aug 1990	Greenlands Strategy (Kanter)	
Sept 1990	Watershed (Crombie)	
Nov 1990		The GTA: Concepts for the Future (Metro Toronto)
1991	Growth and Settlement Guidelines	
June 1991	Royal Commission on Planning and Development Reform established (Sewell)	
July 1991		Main Streets Principles (City of Toronto)
Sept 1991		Progress Report for Halton Urban Structure Plan
Nov 1991	Prov-Municipal Working Groups formed to deal with growth management	
Dec 1991	Growing Together: Towards an Urban Consensus in the Greater Toronto Area (summary of Urban Structure Concepts, Watershed and Greenlands Strategy)	
Dec 1991		Reurbanization Guidelines for Metro Toronto (BLG) for Metro
March 1992	GTA 2021 - The Challenge of Our Future endorsed by Cabinet (subsequently came to be known as the GTA Vision)	
April 1992	draft of working group reports circulated, including Urban Form, with GTA vision concept map of nodes and corridors and criteria	
April 1992	Transit Supportive Guidelines (IBI - MTO/MMA)	
Fall 1992	Shaping Growth in the GTA: a Commentary Report (by BLG for OGTA)	
Fall 1992	Consensus on nodes and corridors vision acknowledged in GTA newsletter	
November 1992	Workshops in five regions held by OGTA to get input, confirm consensus	
December 1992	Process of revising population and employment projections to reflect results of census begins (Hemson)	
June 1993	GTA Transit Integration Task Force established	
August 1993	Outlook for Population and Employment in the GTA (Hemson/Coopers Lybrand)	
November 1993	OGTA confirms agreement among regions on employment and population distribution	
January 1994		The Flexible Region (BLG) from Peel Region
Spring 1994	GTA Transit Integration Task Force Final Report	
March 1994		Halton Region OP adopted by Council (Urban Structure Review completed at same time)
May 1994	Making Choices: Alternative Development Standards from MMA&H (MMM, BLG et al - draft)	
May 1994	Comprehensive Set of Provincial Policy Statements	
June 1994		Metro Toronto OP adopted by Council
March 1995	Urban Density Study (Lehman et al for OGTA)	
March 1995	Revised Planning Act - Bill 163 adopted	
April 1995	GTA Task Force formed	
August 1995	The GTA Urban Structure Concepts Study Revisited: Broad Revision of Selected Cost Estimates (IBI) for GTA Task Force	
August 1995		York Region OP adopted by Council
July 1996		Peel Region OP adopted by Council

regions to capture their share of future development. Refinement of the numbers took place at both the political and staff levels, requiring municipal politicians and planners to look ahead three decades and agree, not only how many people would be living and working in the GTA, but how growth should be distributed among the five regions. Discussions were complicated by the need to reach an acceptable balance between market forces and an arrangement acceptable to all regions. Following completion of this round of work on population and employment, the OGTA committed to revisit the issue after the 1991 census results became available.

2.2 Evolution Of The GTA Vision

To answer questions regarding the financial, economic and social impact of the different growth scenarios, early in 1990 the GTCC commissioned IBI and a team of consultants to study alternatives for physical development and its impact on the urban structure. The purpose of the study was to investigate the infrastructure requirements, capital costs and quality of life implications of three generic urban structure concepts (spread, central and nodal). The published results of this work, and two other key reports were to have a significant impact on regional planning in the GTA in the following years (see Exhibit 1).

The scope of the growth management debate was greatly expanded following the release of several key documents

These publications issued in 1990 offered different but complementary perspectives on regional issues. "*The Urban Structure Concepts Study*" appeared in June, 1990; "*Options for a Greater Toronto Area Greenlands Strategy*," a summary of "Space for All" by MPP Ron Kanter, was published in August, 1990; "*Watershed*," the second interim report of David Crombie's Royal Commission on the Future of the Toronto Waterfront, was issued in September, 1990.

"Watershed" popularized the concept of the ecosystem approach to regional planning, enunciating nine principles to guide development (clean, green, useable, diverse, open, accessible, connected, affordable, attractive), and urging that "broad, integrated, regional thinking" be applied to overcome the restrictions of traditional boundaries. The "Greenlands Strategy" identified the "green" components of the region and the means to integrate them with regional planning, emphasizing the benefits to quality of life and the sustainability of the natural system. As indicated above, the third report, the "Urban Concepts Study," set out the implications for three images of urban growth in the GTA. Although the three alternatives projected minimal effects on the capital costs of future infrastructure the consultants found that there were quite different impacts on the environment, the economy and the community.

The combined impact of these three reports cannot be underestimated, since they coincided with the first signs that the boom years were over but came at a time when both urban practitioners and the public were still experiencing the most extreme impacts of rapid growth. These reports helped reinforce the recognition that the GTA needed to come to grips with growth in order to protect its quality of life. The philosophies espoused in these documents also began to appear in the literature, and from then on, few major planning reports appeared without acknowledging the interaction of the environmental, social, economic and physical aspects of regional planning.

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The nodal concept emerged as the most politically acceptable alternative for managing growth

The GTCC, with the help of the OGTA, undertook broad consultation during the next 12 months on the merits of the alternative urban structure and growth scenarios, although it was clear from the outset that some form of nodal development would garner the most support. This was because the central and spread options were viewed as too extreme.

The essence of the nodal concept was to:

> *..."build on existing communities and their urban infrastructure, providing for continuing population and employment growth both in the suburban and in the central built up areas, but stressing compact, mixed-use communities which would favour the use of urban transit, walking and cycling for many trips. This concept would also provide the greatest range of choice in terms of population density and housing types, community size and character, suburban and downtown living styles, transportation modes, and integrated delivery of human services, while reducing per capita resource requirements and pollution levels..."*

Because the purpose of the IBI concepts study was to focus attention of the stakeholders on the basic principles of managing growth, no attempt was made to graphically present a realistic interpretation of the concepts "on the ground." Nevertheless, although the "Concepts Study" clearly contemplated strong links between nodes, discussions focused almost exclusively on how to achieve concentrations of mixed-use development in a series of nodes or centres.

One of the earliest and most significant comprehensive responses to the "Concepts Study" came from Metro Toronto. In November 1990, Metro Toronto, which was in the process of revising its official plan at this time, published "The GTA: Concepts for the Future." Metro's multi-centred urban structure was already well known, but much had changed since the concept was first developed in the 1970s. The core-peripheral relationship of Metro to the surrounding regions in the 1990s was not unlike that of the City of Toronto to the adjacent suburban municipalities of North York, Etobicoke and Scarborough in the 1950s. Metro was therefore anxious to preserve the value of its existing investments and to see the multi-centre concept expanded into the surrounding regions.

Metro's preferred model for a GTA urban structure was for what it termed the "reinvestment centres scenario," a hybrid of the central and nodal scenario that balanced growth and higher densities between existing and future centres. A principal benefit of the reinvestment scenario, in Metro's view, was the potential to reduce trip lengths and develop a viable regional transportation system. To achieve an urban structure capable of supporting transit throughout the GTA, Metro suggested that it would be necessary to achieve higher densities in suburban areas outside Metro, while at the same time accommodating a significantly increased population in Metro. This was preferred to the "fingers" (corridor) scenario which would have continued to emphasize dependence on Metro for major employment growth, with the bulk of residential growth occurring in the outlying regions in corridors developed up to 6000 people per ha. Metro also proposed that the Province should prepare a policy statement on the GTA as a basis for developing a GTA vision through a provincial-municipal partnership. Metro hoped that its comprehensive analysis of alternative forms of urban structure and its proposals regarding process would clarify the range of issues facing the Province and the other four regions. However, the report failed to have an immediate impact,

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possibly because the debate over allocating growth in the GTA was still on-going, and Metro's emphasis on broad strategic issues was overshadowed by concerns over allocation of growth within the GTA as a whole. Discussions on distribution of employment and population, and on urban structure continued throughout 1991. The potential for a provincial policy statement slowly gained acceptance, however, and references to such an initiative began appearing in provincial documents late in 1992.

The emerging consensus on growth management postponed the hardest commitments

The common denominator pushing the stakeholders towards a compromise solution was the desire to utilize previous investment in infrastructure and optimize future investments. Participants were also aware that the nodal scenario, which was premised on building compact, mixed use communities capable of being served by transit, would "provide the greatest range of choice in terms of population density and housing types." This was an important consideration since this concept could be achieved without pursuing intensification on a broad scale, and would allow the outlying regions to continue to meet the demand for lower density single family dwellings. Provincial-municipal relations had also been affected by the release in 1989 of "Land Use Planning for Housing Policy Statement," which set out requirements for municipal performance on housing issues. Throughout this period, there was extreme sensitivity regarding certain types of higher density housing associated with intensification. This was reflected in the tone of municipal planning reports written at that time. The nodal concept remained loosely defined. Agreeing to a general principle was more acceptable than committing to specific targets linked to precise definitions of compact urban form.

A modified nodal scenario proved to be the model with the strongest support, and was carried forward as the template to guide growth over the next few decades. This was confirmed in a provincial document released in the fall of 1991 by the OGTA, entitled "Growing Together: Towards an Urban Consensus in the Greater Toronto Area." This document summarized the thinking expressed in "Watershed" and the "Greenlands Strategy," together with a description of an urban structure based on the nodal concept, with a strong emphasis on creating a land use patterns capable of supporting public transit. This document also integrated the thinking with respect to growth options related to population and employment scenarios. Among the reasons cited for the acceptability of some form of nodal concept for the urban structure were:

- no support for the option of minimal growth;
- the spread concept was considered unrealistic for a variety of reasons;
- the central option required too much intervention by government (and allocated too much growth to Metro in the view of other regions);
- the nodal option met the needs of developing at higher densities but still managed to "share responsibility and accountability with the local community";
- to balance impacts on surrounding farmland, a revised version of the nodal concept capable of supporting transit seemed to be necessary;
- concerns about the feasibility of achieving more intense development (whether expressed as revised nodal or central) were outlined by numerous parties, including several provincial agencies;
- urban design standards were cited as a key tool in achieving "effective, liveable" environments;
- the debate about establishing appropriate urban envelopes suggested that more work needed to be done to check the new limits to urban development against ownership patterns;

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- additional work carried out by IBI for the Ministry of Transportation concluded that achieving more compact, mixed land use patterns supportive of public transit was key to maintaining congestion at acceptable levels.

The call for a comprehensive vision for the GTA backed by more detailed analysis grew stronger. With the downturn in economic conditions being felt more broadly by 1991, the need to keep the GTA "on course" was increasingly couched in the language of maintaining the GTA's competitiveness as an urban region. The "Growing Together" document also committed the Province to provide a "strategic framework ... to describe the Province's vision for the GTA future" and to provide a more coordinated, consistent framework for provincial funding of key infrastructure elements.

Regional planning efforts also contributed to the growth management debate

Parallel to this growing consensus, the regions were revising or developing new official plans. The Durham Regional Council approved a new official plan in June, 1991. With the encouragement of the Ministry of Municipal Affairs, this document incorporated the concept of land budgeting - allocating land requirements according to use and density as a means of identifying the physical limits of the urban envelope to coincide with the horizon year for the plan. Durham had designated a significant amount of land for new development, partly in response to the OGTA's population projections issued in 1989. To rationalize the extent of the urban envelope, Municipal Affairs agreed on a 30 year planning horizon. It is interesting to compare Durham's plan with regional official plans adopted several years later. The influence of on-going discussions concerning urban structure is clearly discernible in plans developed several years later which place more emphasis on the urban structure as a central component of the plans.

Also in June, 1991 the Province established The Royal Commission on Planning and Development Reform (the Sewell Commission). The broad scope and intensity of inquiry undertaken by Sewell understandably drew on the resources of all parties concerned with the GTA initiatives for a considerable period, adding an additional layer of issues to be addressed.

Late in 1991, Metro released "Guidelines for the Reurbanization of Metropolitan Toronto," prepared by Berridge Lewinberg Greenberg Ltd. This two volume report (The Study and Guidelines), tied together the concepts of urban structure and creating liveable urban environments. The report acknowledged that the mix and functionality of older parts of Metro had not yet been successfully replicated in outer (newer) areas of Metro, where centres were being built around shopping malls. The importance of urban design and a strong public realm was stressed. The "Guidelines" also emphasized the potential of mixed use development corridors to increase overall gross densities in the municipality, the correlation with higher transit usage, and, under the right circumstances, creation of a fine grain, highly liveable urban development. The discussion of centres and corridors also emphasized the importance of hierarchy as a means of encompassing a full range of urban functions and built densities. The "Guidelines" provided tables identifying gross density (persons per hectare) for a variety of levels of centre and corridors, together with recommended development densities (FSIs) for different scale centres suitable for the Metro context.

This report was well received and appears to have influenced the thinking of the municipal-provincial Working Group on Urban Form also established in late 1991. This working group was one of six (including infrastructure, the countryside, human services, economic vitality and investment

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planning/financing mechanisms) established by the OGTA in November, 1991 to provide advice relating to achievement of the vision. They also helped to refine the work of the "Urban Structure Concepts" by undertaking more detailed analysis and to provide a basis for provincial action. These groups produced draft reports which were refined over the course of the summer and published in the fall of 1992.

2.3 Defining The Vision

Through the on-going work of the GTCC, the regions and area municipalities were becoming increasingly convinced that a coordinated approach to growth management was required to minimize the cost of future infrastructure spending and to promote development of an urban structure capable of supporting transit, particularly in the regions outside Metro. In March, 1992 the province published "GTA 2021 - The Challenge of Our Future," which was adopted by Cabinet and came to be known as "the GTA vision." This vision:

- emphasized the importance of achieving a balance between economic, social and environmental conditions;
- acknowledged that achieving consensus regarding growth management is a considerable challenge; and
- described a vision for the GTA in 2021, based on a nodal urban structure concept.

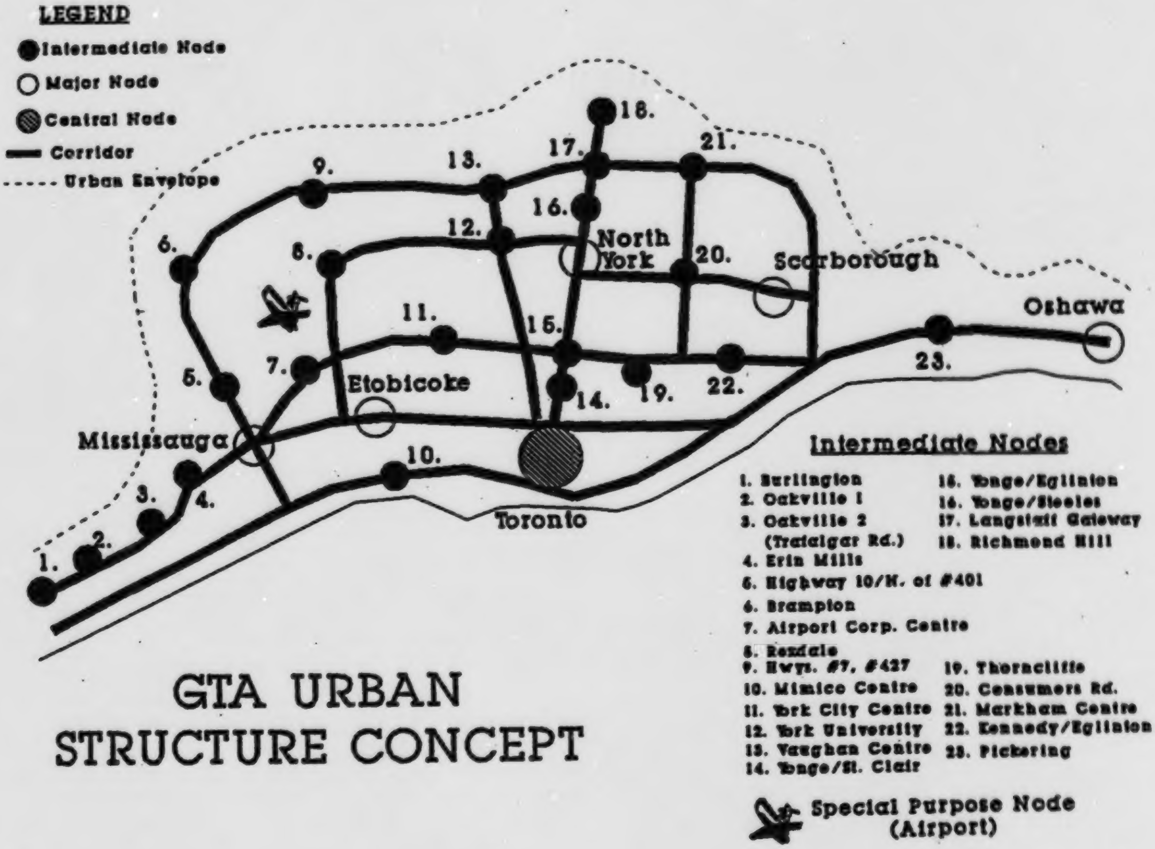
The "Challenge" sketched a vision combining attention to the community, environment and the economy, and emphasized the importance of integrating these values through the ecosystem approach. The document's purpose was to set the stage for a broadly based consensus on growth management. At about the same time, an early draft report from the Working Group on Urban Form was circulated. This report contained definitions and prescribed criteria for the establishment of nodes and corridors. A concept map depicting the urban structure was also included. Thus the "Challenge" document provided the broad brush principles and the philosophy of the GTA Vision, while the content of the report of the Working Group on Urban Form provided a conceptual interpretation and advice on some of the details particularly with respect to the urban structure of nodes and corridors.

The starting point of the Working Group was that "the five regions of the GTA agreed in principle that urban sprawl should be stopped and that some form of nodal development should be created." It was also agreed that the urban structure of the GTA was essentially already in place, and that the limits of "the urban envelope" had been established. A key purpose of the urban structure, the group suggested, was to "extend the life and capacity of the envelopes identified within regional and local official plans" by making maximum use of existing infrastructure and "channelling highest densities...to locations where high frequency transit is available."

The principles for establishing the urban structure were:

- identify a hierarchy of nodes and corridors based on public transit.
- make maximum use of infrastructure and investments in land and buildings within nodes and corridors.
- channel highest residential and employment densities to locations where high frequency transit is available to encourage live/work relationships.
- identify strategic transfer points as places to concentrate a range of multiple uses.

Exhibit 2:


LEGEND
● Intermediate Node
○ Major Node
Central Node
Corridor
Urban Envelope
1.
2.
3.
4.
5.
6.
7.
8.
9.
10.
11.
12.
13.
14.
15.
16.
17.
18.
19.
20.
21.
22.
23.
Mississauga
Etobicoke
Toronto
North York
Scarborough
Oshawa
Special Purpose Node (Airport)

GTA URBAN STRUCTURE CONCEPT

Intermediate Nodes

1. Burlington
2. Oakville 1
3. Oakville 2 (Trafalgar Rd.)
4. Erin Mills
5. Highway 10/N. of #401
6. Brampton
7. Airport Corp. Centre
8. Rexdale
9. Hwys. #7, #427
10. Mimico Centre
11. York City Centre
12. York University
13. Vaughan Centre
14. Yonge/St. Clair
15. Yonge/Eglinton
16. Yonge/Steeles
17. Langstaff Gateway
18. Richmond Hill
19. Thorncliffe
20. Consumers Rd.
21. Markham Centre
22. Kennedy/Eglinton
23. Pickering

- protect the stability of existing neighbourhoods.

The characteristics of nodes identified by the Working Group were that they should:

- function as concentrations of activity and provide a community focal point, with services not found elsewhere;
- provide concentration and mix of uses, necessary to encourage people to walk from one activity to another and to use transit;
- be more compact and more densely built than surrounding areas.

The Working Group also identified a hierarchy of nodes - Central, Major, Intermediate and Local. The "GTA Urban Structure Concept" (Exhibit 2) identified a single Central node, five Major nodes up to 150 ha. in size, and 23 Intermediate nodes, up to 75 ha. in size. The need for local nodes was also acknowledged but not represented on the "GTA Urban Structure Concept."

The Working Group also defined and identified corridors. Noting that corridors are, by definition, linear in nature, the working group indicated that major corridors are those for which "some form of higher capacity transit system might be foreseen by 2031." It was also stressed that whereas some corridors already exist as "main streets," others "will most likely start out as major transit routes serving as links between different nodes." Corridors were further described as having a mix of higher densities than the surrounding area, with similar characteristics to nodes in terms of the range of amenities, and pedestrian and transit access.

The "Guiding Criteria" identified by the Working Group appear to have been influenced by the work related to the development of Metro's Official Plan and the "Reurbanization guidelines." The concept of achieving a better balance between population and employment within individual jurisdictions was expressed as a ratio of resident to jobs as a means of reducing average trip lengths. A distinction was also made between greenfield and redevelopment sites in the range of densities that might be expected in various nodes. The importance of achieving significant concentrations of employment was also noted, and desirable threshold levels for the number of jobs in each type of node to support transit service were listed.

The Working Group recognized that there is a limited number of jobs to be distributed around the GTA, so it is not surprising that there was considerable debate within the group regarding the merits of how many nodes should be identified on the concept map, which was intended to represent only the highest priority nodes. Following feedback from municipalities that wanted nodes in their jurisdiction to be included, the number of Intermediate nodes was set at 23. At this time, there was still a strong expectation that significant proportions of employment would be accommodated in large office buildings distributed throughout the GTA. It would not be until 1993 that forecasts for office development would begin to reflect the global trend toward re-engineering office processes that slowed the demand for employees and space. "The Outlook for Population and Employment in the GTA," by Hemson Consulting Ltd. and the Coopers & Lybrand Consulting Group, suggested that the proportion of employment in major office buildings would grow at less than historic rates (that is, employment in office buildings would no longer increase at a faster rate than overall employment). The built form thought to be achievable in nodes throughout the GTA clearly reflected the environment established in the late 1980s when multi-story office building starts were commonplace.

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Following publication of the "Challenge of Our Future" in the spring of 1992, the reports of the working groups were refined and published individually in the fall. A concurrent summary document was also published, entitled "Shaping Growth in the GTA - A Commentary." This was prepared under the guidance of the GTCC by Berridge Lewinberg Greenberg Ltd. "Shaping Growth" summarized the working group reports and added advice on how to achieve the goals and objectives outlined in those documents. The OGTA then hosted a series of one-day workshops in each of the five regions in November to solicit additional input. The population and employment projections continued to be refined, and sign-off on the final distribution of growth based on the 1991 census was achieved in 1993.

2.4 Expectations For The Urban Structure

In terms of establishing a basis against which to review expectations for the urban structure, the three principal sources relied upon in this study are the "GTA 2021-The Challenge of the Future," the report of the Working Group on Urban Form and the "Shaping Growth" document.

A number of key expectations can be identified:

- **The Province was to provide leadership.** The province was to support growth management by providing the overall vision and a "cooperative atmosphere" for provincial-municipal interaction. A Strategic Action Plan was to be developed, comprising three elements (revised population and employment forecasts, GTA urban form policy, and a capital project requirements summary). Implied in the latter was a Provincial commitment to identify priorities and provide long-term funding. This point was first raised in "Growing Together," although a definitive commitment was never made. In terms of roles and responsibilities, the role of the Province was identified as providing the auspices for continued cooperation and consultation among the regions, and to prepare a provincial policy statement acknowledging the concept of nodes and corridors, complemented by a clear commitment from all regional and area municipalities to pursue the strategy.

- **The regions were to provide the strategic direction for growth management.** The critical challenge of the next 20 years as the structure matures, as foreseen by the Working Group, was to channel development to "extend the life and capacity of the existing urban area to 2031 and beyond." It was expected that the regions would establish the strategic policy framework for the urban structure. A key aspect of the concept was to establish firm boundaries for the urban envelope that contained the nodes and corridors.

- **Through the official plan process, the regions were to establish a GTA wide urban structure with a hierarchy of nodes and corridors.** The Working Group suggested that the overall urban structure of nodes and corridors - after refinement - should be "incorporated into regional official plans" in order to represent a "common understanding of where and how the concentrations of employment and residential uses would take place..." The identification of 29 nodes as depicted on the concept map strongly suggests that the Working Group was deliberately being selective in terms of the number of nodes being planned or developed at the time.

- **The regional strategies were to provide the basis for coordinated, long term planning of hard and soft services.** The regional plans were also to provide a basis for "strategic planning of transit, infrastructure and other community services." In this regard, a key benefit of a multi-centred urban structure is the potential to generate two-way use of the transportation infrastructure and to reduce the average distance traveled. In this regard, "Shaping Growth" stressed the continuing problem of accommodating commuting trips from low density growth areas which are poorly served by transit.

- **The role of area municipalities was implementing the vision for developing compact, transit-supportive urban form, focused on nodes and corridors.** Area municipalities were to play the vital role of bringing a "new urban form to life," by redefining the form and intensity of development, with a strong emphasis on urban design.

- **Regional and area municipalities were to work with transit authorities to reform the physical and operational context for better integrated transportation and land use.** The Working Group conceived of the structure as "a network of linked major corridors within which there are...major and intermediate nodes." Nodes were defined according to a hierarchy of functional roles. It was noted that "corridors linking the nodes may be even more important (than nodes) as a means of realizing the GTA vision of a more compact urban form." The test identified by the Working Group was that high capacity transit should be viable in a designated corridor by 2031. "Shaping Growth" also emphasized the importance of establishing certainty in terms of transit funding. Another requirement cited by "Shaping Growth" was transit fare coordination.

- **A key expectation was that the process of changing the pattern of development was a very long term exercise.** The Working Group gave notice that adopting a more "intensive nodal development pattern of higher densities needed to support more effective transit services would be a "slow evolutionary process." Thus, although no commitments were made in terms of timing to achieve the urban structure, the longer term benefits of determining the limits of the GTA's urban envelope would be realized only over the long term. This suggests that progress needs to be monitored in order to provide feedback during a lengthy period of implementation.

- **With the active support of the Province, the regions and area municipalities were to prepare an infrastructure strategy to support new policies and development practices.** "Shaping Growth" emphasized a point made by the Working Group on Infrastructure, which called for a coordinated, prioritized capital infrastructure program to facilitate development of the urban structure, underpinned by a set of principles for the efficient use of infrastructure and its efficient financing. This would include inter-regional cooperation to utilize existing capacities for the benefit of neighbouring jurisdictions. At the same time, it was recommended that there be consideration of changes in the standards of infrastructure in order to avoid the perpetuation of inefficient practices.

The GTA vision concept map of the urban structure identifies the limit of the urban envelope. This is the limit of the study area. Potential nodes outside this area are removed from the general built up area, and provided that their development remains relatively self-contained, these nodes will have less direct effect on the development of the urban structure.

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In summary, the concept of urban structure evolved over a considerable period of time and was based on the recognition that the GTA functioned as a single urban region. A number of issues critical to the functioning of the GTA were acknowledged, in particular the need for a co-operative approach to planning and developing land use, infrastructure and transportation. The recognition that moving to a new urban structure was an evolutionary process that would span three decades and involve many stakeholders underlines the need for a mechanism by which those involved can receive feed back and monitor progress toward a common vision.

Exhibit 3: OFFICIAL RESPONSES TO PROVINCIAL DOCUMENTS

Response to Provincial Documents	***Halton***	***Peel***	***York***	***Metro***	***Durham***
IBI Urban Concepts Study		√			
Working Group Reports (Urban Form)	√		√	√	√
Shaping Growth in the GTA	√		√	√	√
Population and Employment projections	√				
Provincial planning policy initiative	√		√		√
Date official plan adopted by council	Mar 94	Apr 96	Apr 94	Jun 94	Jun 91

3.0 STATUS OF THE URBAN STRUCTURE

This chapter summarizes our research into the progress made towards achieving the urban structure. The process of implementation is assumed to have begun in 1993 when the regional council adopted or received staff reports dealing with a variety of issues related to the GTA vision. It should be noted that the Provincial document referred to as the "GTA Vision" was not specifically addressed. Our references to the "GTA Vision" throughout this chapter in fact deal with elements addressed in that document, the report of the "Working Group on Urban Form" and "Shaping Growth in the GTA." (See Exhibit 3).

3.1 Responses to the GTA Vision by Regional Municipalities

Consensus regarding the GTA vision was reached during 1992. As indicated previously, this occurred at meetings of the GTCC held in the spring, and coincided with the release of "GTA 2021- The Challenge of our Future" and draft versions of Working Group reports on six topics, including Urban Form. This was reinforced later in the year with the publication of a "Shaping Growth in the GTA - a Commentary Report." For the purposes of this study, we have tracked the process of implementation from this period, focusing on the strategic role played by the regional governments in setting the overall direction for the vision through their official plans.

From the fall of 1992 through 1993, influential reports continued to be issued which affected the pace and tenor of regional commitments. In 1992, the Province's "Growth and Settlement Guidelines" were issued. Their principal purpose was to formally position the Province with respect to its desire to enshrine concepts of growth management into official plans. Draft reports from the Sewell Commission were also in circulation, creating additional uncertainty over what constituted Provincial policy. In April, 1992 "Transit Supportive Guidelines" was published. Prepared by the IBI Group on behalf of the Ministry of Municipal Affairs and the Ministry of Transportation, this document provided detailed advice for municipalities on integrating land use and transit planning. In November, 1992 workshops were held in each region to consolidate gains made with respect to the consensus reached on the GTA vision. Shortly after these workshops, the Province initiated a new process of revising population and employment projections for the GTA. In February 1993 the Province announced the creation of agencies to fund infrastructure, including transportation and water. In June, the transit integration task force was announced, and in August, revised population and employment projections (prepared by Hemson Consulting and Coopers & Lybrand) were published.

The initiative to prepare a Provincial planning policy document for the GTA received a great deal of attention and went through several drafts but as a result of a changing policy environment was never completed. The responses from the regions with respect to the GTA vision reflect their concerns regarding this initiative.

Each region was at a different stage in the process in 1992, so the perspective of each regional council with respect to the GTA vision and other on-going issues varies accordingly (see Exhibit 4). In assessing the level of commitment to the vision, we have therefore related council positions to the status of the official plan approval process in the jurisdiction in question. At the outset of our research, we attempted to locate

Exhibit 4:

Official Plan Updates			
	Council adopts	**Ministry Approval**	**Office Consolidation or Latest Approval**
Region of Halton	March 30, 1994	November 27, 1995	
Burlington	July 11, 1994	March 5, 1997	
Oakville	Currently in revision		Consolidation Dec 1992
Region of Peel	April 11, 1996	Under appeal to OMB	
Mississauga	March 1997 (& 1996)	Awaiting Min Approval	
Brampton	September 14, 1993	March 6, 1997	
Region of York	April 14, 1994	October 17, 1994	Consolidation to June 1995
Vaughan	October 20, 1948	November 19, 1948	95- OPA 400, 96 - OPA 450
Richmond Hill	December 24, 1981	November 21, 1979	Consolidated to Dec 1991
Markham	September 22, 1976	June 28, 1978	Consolidated to Nov 10, 1987
Metropolitan Toronto	June 1994	December 30, 1994	
Etobicoke	July 23, 1990	December 23, 1992	Consolidated to Oct 19, 1992
North York	December 5, 1947	February 17, 1948	Consolidated to July 1996
Toronto	July 20, 1993	September, 8, 1994	
York	October 23, 1972	November 26, 1975	Consolidated to Nov 1994
East York	Februray 21, 1994	October 1, 1995	Consolidated to Oct 1995
Scarborough	December 18, 1957	December 28, 1958	Consolidated to Sept 1996
Region of Durham	June 5, 1991	November 24, 1993	Consolidated to Feb 1996
Pickering	January 6, 1997	Awaiting Reg App	
Ajax	July 10, 1978	March 14, 1986	Consolidated to July 94
Whitby	September 28, 1994	February 28, 1996	
Oshawa	June 17, 1985	February 12,1987	Consolidated to July 1996

council resolutions, reports or other documentation that reflected the position of each region with respect to the GTA vision. Regional responses did not deal with GTA vision exclusively. With the exception of Peel, most official responses date from spring, 1993.

Halton Region supported the principles of the GTA vision but voiced concerns over the viability of intensification in the market place and sought Provincial commitments for long term financing of infrastructure (Halton's position is drawn primarily from a staff report written March 1993).

The Halton Official Plan was adopted by Halton Council in March, 1994 (and approved by the Ministry of Municipal Affairs in November, 1995). At the time of "municipal consensus" on the GTA vision, the draft plan was already well advanced and two key reports had already been adopted by Halton Council that supported the GTA vision as expressed in the Working Group reports (a September, 1991 report on the policy framework for the new plan, and a draft official plan in February, 1993). Also, in April, 1992 Halton had completed a consultant study "Region of Halton: Transit Opportunities Study," which documented in detail strategies for developing nodes identified in the emerging official plan.

Halton indicated strong support for the planning principles as outlined in the working group reports (i.e. consistent with the desire to achieve a more compact urban form and to develop an urban structure based on nodes and corridors). Staff indicated that all the major policy directions identified in the working group reports had already been incorporated into Halton's draft official plan. In particular, the plan introduced concepts of nodal development, transit-friendly land use, intensification and measures to improve the live-work relationship.

A key issue raised by Halton was a concern that the proposal to create a GTA Policy Statement would delay approval of Halton's plan. At this point, the merits of proceeding with a Provincial Policy Statement under the Planning Act versus creating a Provincial Plan were still being debated. In discussing concerns about process and the provincial mandate, Halton indicated that a "clear provincial mandate" was needed for the OGTA, particularly in the light of the "Growth and Settlement Guidelines" and draft reports from the Sewell Commission. Halton also identified a need for the Province to develop a mechanism to finance infrastructure in a timely way in support of regional and local plans. Halton indicated that creation of a GTA Transportation Plan was a high priority, since the Province's transit plans for Metro appeared to create an imbalance of capital spending in the GTA.

Concern was expressed that the pursuit of intensification should not be seen as the single solution to stopping urban sprawl, and that both the (development) market and residents wishing to live in single family dwellings should retain the freedom to make choices that meet their needs. Halton's response referred to "the preoccupation with the concept of intensification," suggesting that a realistic assessment of intensification opportunities would comprise no more than 20-30% of all development. Although fully committed in principle to pursuing "compact urban form," Halton noted that the true costs of implementation were not yet understood and that the desire for more compact development was limited by the public's willingness to purchase the product.

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Peel proposed deconcentration of employment to regions outside Metro and cited concerns that expectations for transit use outside of Metro were unrealistic and unattainable (Peel's position is drawn primarily from staff reports, January 1991 to March 1993).

The Peel Official Plan was adopted by Council in April, 1996. Parts of the plan have been appealed to the OMB. The most substantive Peel response we were able to trace was made in January, 1991 dealing with the IBI "Urban Concepts Study." Peel indicated that development in the region had essentially been following the nodal concept since the inception of the region, and the potential to build on Peel's existing nodes, centred on Brampton's core and Mississauga City Centre, was noted. Principal concerns were that the underlying premise for public transit in the GTA, and particularly in Peel, was "politically, practically and physically infeasible." Peel also felt that the environmental benefits of the central (concentrated) scenario proposed in "Urban Concepts" were overstated. Nevertheless, Peel indicated its support to undertake further work, and proposed consideration of an "exaggerated nodal" form of development which followed the concept of a nodal urban form but emphasized an expanded role for outlying regions in terms of providing for more employment.

In 1993, correspondence between the Commissioner of Planning and the Deputy Minister responsible for the GTA centred on Peel's desire that GTA initiatives not result in an additional level of government. At this time, Peel was developing its proposals for a new plan. A background report prepared by the same consultants on "Reurbanization Guidelines" entitled "The Flexible Region" was received by Peel Council in January 1994. This "made in Peel" vision proposed a "multi-centred...(structure)...with a multiplicity of nodes at points of transit accessibility.in a hierarchy...(with) one dominant existing node and lower tiers of nodes...linked by medium density corridors along transit routes." However, the Peel plan as ultimately adopted established an urban structure closely resembling the vision for the exaggerated nodal form as proposed in 1992.

York supported principles of GTA vision but criticized the concepts as too vague. York also indicated that desire to curb demand for single family dwellings and auto-dependency was hampered by market demand and lack of Provincial commitment to fund the cost of transit (York's position is drawn primarily from a staff report, January 25, 1993).

The York Official Plan was adopted by York Council in April, 1994 (and approved by the Province in October of the same year). York's responses early in 1993 were centred on the role to be played by a Strategic Action Plan prepared by the Province and meeting the economic realities of funding infrastructure.

York fully supported the principles of pursuing a compact urban form and a closer live-work relationship but qualified this support with concerns about how the Province might interpret "compact form" and "more transit-oriented development," suggesting that the definitions in "Shaping Growth" were "too vague." York was also critical that the Working Group reports and "Shaping Growth" had not been specific on the ratio between intensification and greenfield development. As in Halton, concerns were expressed that curbing demand for the single family dwelling and related auto-dependency could prove to be problematic. While calling for more detailed direction from the Province, York also felt strongly that the answers lay in "the context of regional and local official plans." The region also flagged concerns about how to pay for transit, suggesting that only the Province can afford to finance the capital cost and operations of such a system.

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York proposed that measurable objectives and priorities be set, and that these objectives be linked to financial commitments on the part of the Province to pay for required infrastructure.

York stated that the "capital costs and operating deficits associated with Regional and local transit systems will be a major impediment to the achievement of the nodal concept if the responsibility of this key aspect of the strategy is made the principal burden of the municipalities and/or the transit user." York also indicated strong support for the principle of "allowing access to existing servicing schemes on an integrated basis, based on common objectives."

Metro supported the concepts expressed in the GTA vision and called for strong Provincial leadership to control expansion of the urban envelope. Metro cited concerns related to high costs of supporting region-wide transit (Metro's position is drawn primarily from a staff report, February 1993).

Metro's new Official Plan was well advanced in early 1993. A draft of "The Liveable Metropolis" had been released in September, 1992. This document incorporated much of the thinking from "Reurbanization Guidelines." Since Metro had been instrumental in developing the arguments in favour of pursuing an urban structure within its own boundaries based on a principal node (the central area) and several major centres, accepting the principles inherent in the GTA vision was not an issue, although it was pointed out that acceptance of concepts such as intensification and compact urban form is "illusive," and therefore potentially problematic. Metro's position was that more emphasis should be placed on identifying the preferred type and form of communities rather than projecting population and employment in a definitive way. Metro staff called for strong Provincial leadership to control expansion of the urban envelope, citing specific concerns about planned improvements in outlying areas of GTA. This could be achieved by directing infrastructure investment to support nodal development. "A major deterrent to achieving nodal development is the cost of operating transit systems," it was noted. The report also commented on existing infrastructure capacity constraints within Metro.

Durham supported compact urban form in principle but argued that the full impact of proceeding with such a structure was not properly understood and could put the Region at risk (Durham's position is drawn primarily from a staff report, February 1993).

Durham's Official Plan had been adopted by Durham Council in mid-1991 but had still not been approved by the Ministry in early 1993. The plan was finally approved in November, 1993. This delay possibly coloured the Durham response on the GTA vision. Durham's staff position with respect to achieving compact urban form and implementing the urban structure was equivocal. While supporting the "urban form concept," Durham staff expressed doubts and concerns about the long term impacts and lack of understanding of the broader implications of "the context in which this form will function."

Durham staff were reluctant to have Durham Council "sign off" on the urban structure vision and many inter-related issues that might put the Region at risk by implicitly taking on financial or service-related commitments that had not yet been identified. Durham also suggested that population and employment forecasts, urban form policy and a capital requirements plan were "seemingly less important... at this time."

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Summary of Regional responses

In responding to the GTA working group reports, "Shaping Growth" and other Provincial initiatives, there was general acceptance of the concept of creating the GTA urban structure and the principles inherent in developing more compact, transit-friendly development. Because the urban structure was not being debated in isolation from other related issues such as the impending but never completed Provincial planning policy for the GTA, and because there were strong concerns about who would pay for the necessary infrastructure in the absence of a Provincial commitment, the initial steps in implementing the GTA vision were cautious. To recap, the principal issues were:

- Regional municipalities were concerned that a Provincial GTA policy would conflict with their own policies;
- Implementing the GTA vision for nodes and corridors would be impossible unless infrastructure is supported financially by the province;
- Some area municipalities outside Metro, notably Vaughan, Richmond Hill and Oshawa expressed concerns over embracing the standards and criteria inherent in implementing the GTA vision because these criteria were seen as "too urban."

As is evident, the degree of consensus on the GTA vision is difficult to formally document. It is also apparent that although unresolved issues remained, the principles inherent in the GTA vision were acceptable to municipalities largely because the municipalities were not required to completely abandon traditional approaches to development.

3.2 Implementation Of Growth Management Strategies At The Regional Level

All regional plans in the GTA were approved by their respective councils between 1991 and 1996 and were thus influenced directly by the intensive discussions leading to establishment of the GTA vision. This section evaluates the measures taken by the regions with respect to the strategic intent of proceeding with growth management. In reviewing the regional plans, we were looking for the following:

- identification of a physical outer boundary for urban growth or the "urban envelope" together with a commitment to direct a percentage of growth to areas already in development (that is, an acknowledgment that not all growth was to be accommodated through greenfield development);
- whether the region's approach to creating an urban structure recognized a hierarchy of nodes and corridors;
- an indication that the regions have provided direction to area municipalities in sufficient detail to permit implementation of the nodes and corridors structure;
- whether priority has been given to capital infrastructure required to support the urban structure;
- a commitment to monitor growth in nodes and corridors;
- policies that promote compact urban form and transit supportive development in nodes and corridors and/or the setting of transit ridership targets;
- other innovations and initiatives to promote the principles behind the GTA Structure Concept.

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Have the regions followed through on establishing growth management strategies in their official plans?

All the regional plans except Metro (for which the concept is not applicable) have defined a boundary for the urban envelope, as well as setting population and employment targets, for a horizon year of 2021 (Halton is 2011), requiring an official plan amendment to change the limits. The relevant policies are referenced in Exhibit 5 in Appendix. The highlights are:

- Halton requires area municipalities to give priority to infill and complete existing communities;
- Peel commits to using existing services and infrastructure to accommodate compact urban development;
- York and Durham commit to direct up to 20% of new growth to existing built up areas, consistent with the plan for nodes and corridors.

There is no consensus regarding the effectiveness of the boundaries of the urban envelope identified in the regional official plans in terms of reducing the rate and extent of greenfield development, however. According to Ministry of Municipal Affairs and Housing staff, much of the area identified for future growth in the IBI spread concept has been incorporated into the regional plans.

Have the regions established an urban structure with a hierarchy of nodes and corridors?

All five regional plans envisage an urban structure, to be developed in a compact manner, supportive of public transit. The issue of hierarchy has been dealt with in a variety of ways.

- Halton identifies a structure of nodes and "strategically located mixed use corridors." No hierarchy is identified. The boundaries of the nodes and corridors, population and employment levels and other criteria are left to the area municipalities. Three nodes are outside the study area (Milton, Georgetown and Acton). Corridors are not designated on the urban structure map.
- Peel describes regional urban nodes linked by public transit. No hierarchy is identified, but Schedule B to the Official Plan (regional structure) designates two nodes of equal weight. A hierarchy is implied, however, since "other urban nodes" are identified in area municipal plans. Corridors are not designated on the urban structure map.
- York (by map) identifies four regional nodes, but describes a hierarchy of regional, urban and local nodes in the text of the plan. Corridors are also designated.
- Metro refers to a compact regional urban form based on centres and corridors supportive of transit and walking. The hierarchy is clearly described and illustrated.
- Durham's structure consists of three urban areas, two of which are within our study area. Within the two urban areas dealt with in this study, there are eight Main Central Areas. (The term 'regional node' is used to refer to development projects of local significance.) The hierarchy is expressed through a commercial hierarchy of maximum gross leasable floorspace.

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Have the regions provided a strategic framework that allows area municipalities to proceed with detailed planning for nodes and corridors?

The official plans of all five regions direct area municipalities to prepare secondary plans for nodes and, to a lesser extent, corridors, in support of developing compact urban form. The relevant policies are summarized in Exhibit 5 in Appendix 2.

Have the regions set priorities for capital works and other infrastructure required to support the development of nodes and corridors?

An important component of the GTA vision is priority setting for capital infrastructure. Only York and Metro address this issue directly in their official plans.

- York states that priority is to be given to transit and infrastructure improvements in centres, although it is not clear whether this policy applies to regional, urban, local or all centres. Elsewhere in the plan York indicates that long-term (40-50 year horizon) strategies for water and sewage treatment will be undertaken in support of the regional structure. Since York's Map 5 depicts all components of the urban structure (not just nodes and corridors), this can be interpreted as priority setting only in a general sense.
- Metro's capital works priorities are depicted on maps which are not part of the Official Plan. These are Metro-wide priorities, although all transit initiatives in Metro can be said to be supportive of the urban structure.

Do the regions monitor the progress of development?

A key element of implementing growth management strategies is monitoring. With respect to monitoring progress in achieving the urban structure, we were looking for policies that dealt with monitoring the status of nodes and corridors by themselves or that require the area municipalities to monitor how growth is occurring.

- Halton requires the area municipalities to monitor the availability of development lands and intensification opportunities throughout Halton. As well, there are a number of policies requiring the preparation of employment and population projections as the basis for a stronger live-work relationship and infrastructure planning;
- Peel requires general monitoring, as well as the ratio of development to redevelopment, and of modal share for transit;
- York requires area municipalities to monitor growth management strategies;
- Metro has general monitoring requirements;
- Durham's monitoring policies are less explicit. A current work in progress is the preparation of a work plan to implement monitoring requirements related to policies in the plan.

None of the regions specifically deal with monitoring of key components of the urban structure, such as population and employment by node, modal choice, development densities, et cetera.

Exhibit 6: Interpretation of GTA Vision Concept Map (1992)

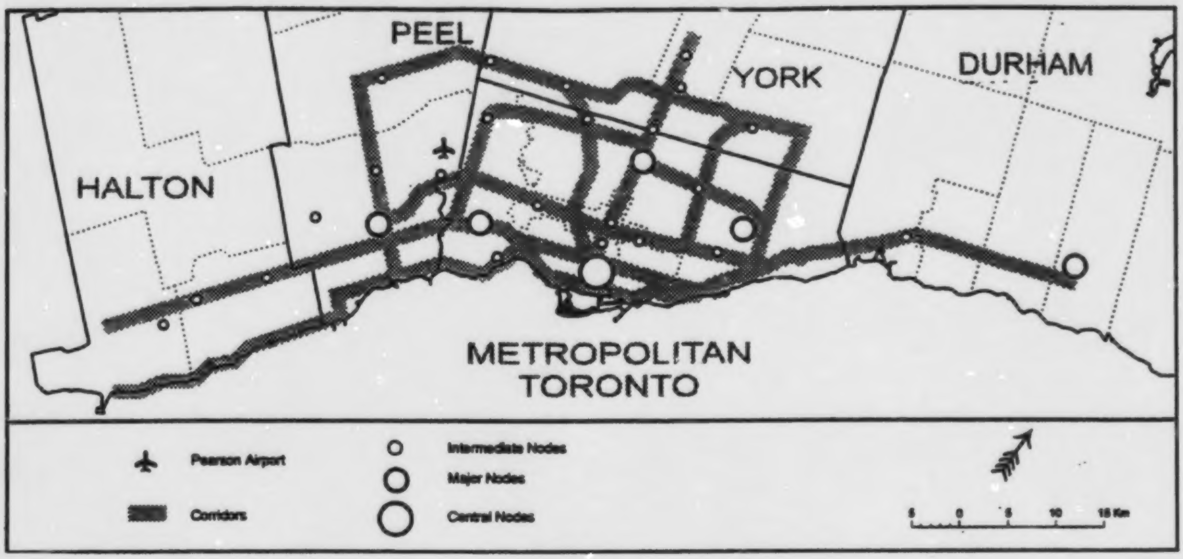
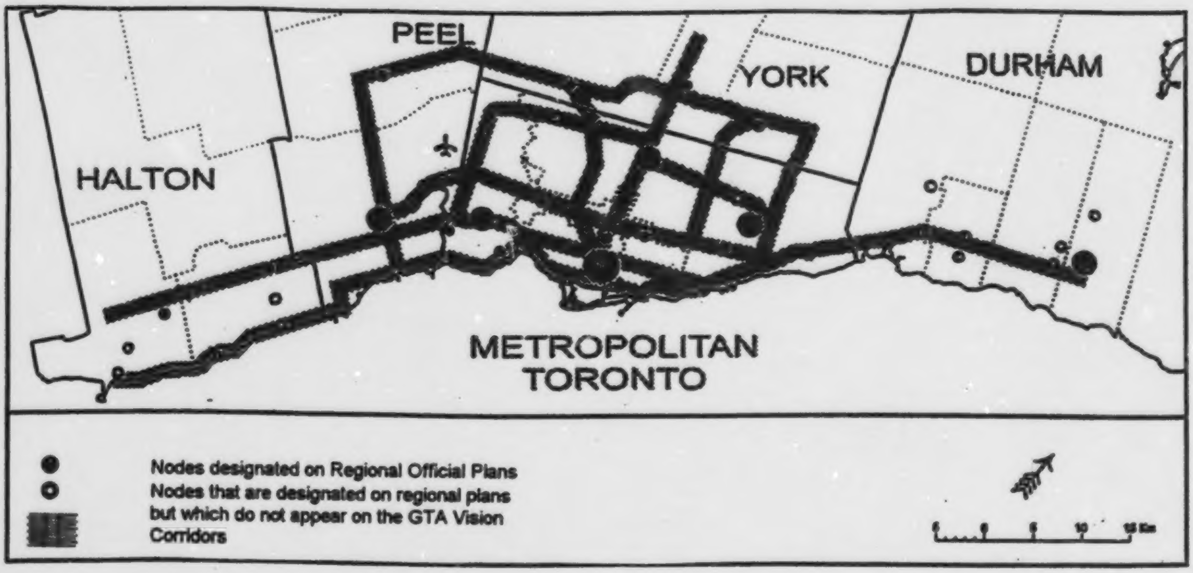

PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Pearson Airport
Corridors
Intermediate Nodes
Major Nodes
Central Nodes
5 0 5 10 15 Km

Exhibit 7: Nodes designated on Regional Official Plans (1997)


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Nodes designated on Regional Official Plans
Nodes that are designated on regional plans but which do not appear on the GTA Vision
Corridors
5 0 5 10 15 Km

Have the regions set targets for modal share as a means of promoting transit usage?

Underlying the commitment to establish an urban structure of nodes and corridors is the general desire to increase the use of public transit, particularly in areas outside Metro, which have historically been developed at much lower densities than the inner core (pre-1945 city) and outer Metro area (post-1945). As a strategic indicator, we therefore looked for modal share targets, complemented by specific policies to enhance the use of transit, particularly in nodes and corridors (more detailed policies are addressed later on).

- Halton specifies a target of 20% modal split by 2011 and encourages the early introduction of transit to new development areas. Halton also states the purpose of the transportation system is to facilitate nodal development;
- Peel states an objective to increase the modal share of public transit, and specifically encourages area municipalities to target a modal share of 20% by 2021. Peel encourages municipalities to integrate transportation modes at nodes;
- York specifies a modal split target of 33% within 30 years (2025);
- Metro calls for achieving a modal split in the peak period of 50% for transit, walking and cycling; one of many similar policies in the Metro Official Plan is to promote nodal intensification within 500 m of rapid transit stations;
- Durham calls for compact urban development in support of transit and increased usage of public transit generally.

Information regarding the current status of modal share is dealt with in Exhibit 32 of this report.

What other policy initiatives have been taken to promote development of the urban structure?

We also reviewed the regional plans for innovative approaches that complement more traditional approaches. Examples include:

- Peel encourages the development industry to refer to its "Halton Region Transit Opportunities" study and "Transit Supportive Guidelines" as a means of improving the quality of urban design at nodes and along corridors;
- Peel and York indicate that preferential treatment should be given to transit vehicles on regional roads. Peel also promotes the use of Transportation Demand Management and ride sharing programs;
- In addition to TDM strategies, Metro seeks to increase auto occupancy by approximately 10% to 1.25.

Conclusion

Based on this review, notwithstanding the concerns raised by some of the regions regarding the role of the Province and the unmet need to provide long-term funding commitments for transit infrastructure, the regions appear to have generally addressed the strategic requirements of implementing the urban structure. They have also established the auspices for area municipalities within their jurisdiction to complement regional policies with more detailed land use and urban design policies.

Exhibit 8: Interpretation of Nodes by Regional Municipality

Interpretation of Nodes by Regional Municipalities in Official Plans

	GTA Vision	Halton	Peel	York	Metro	Durham
Title	Major & Intermediate nodes	node	regional urban node	regional centre	intermediate & major centre	Main Central Area
Characteristics	transit & pedestrian oriented, high density & compact, concentration of employment, mix of uses, social-cultural focus	uses space more economically, mixed use, promotes live-work, fosters social interaction & safety, transit & pedestrian oriented & reduces auto trips, strategic location on public transit network	nodes to be linked by transit, mix of high intensity compact forms, supports safety, transit, walking & cycling	highest concentration & intensity of uses in region, connected by transit corridors, broad mix of uses, compact, pedestian oriented, safe & accessible	high density, mixed use, urban form serviced by high capacity rapid transit	compact urban form, transit supportive and pedestrian oriented, mixed use Note: Durham has also designated "regional nodes" but these are "centres of tourist activities, higher order services & recreational facilities"
Reference	Urban Form: Bringing the Vision into Focus, GTA 2021 Infrastructure	Region of Halton Official Plan (1994), Section B3, F6, Table 1	Region of Peel Offical Plan, Section 4.2 & 5.3.3	York Region Official Plan, Section 5.1 & 5.3	The Liveable Metropolis: Offical Plan of the Municipality of Metropolitan Toronto, Section 2.1.2.2, Table 2	Regional Municipality of Durham Official Plan Section 3, 8.2.1, 9,15
Mix of Uses	Major - Concentrated mix of employment & residential, commercial, retail Intermediate - Some diversity of employment, commercial, retail -growing high density residential	employment, residential & "appropriate" mix	housing, employment, recreation, entertainment, civic & cultural activities	residential, commercial, office, employment, community, institutional,and cultural, human & government services	employment, residential, community, retail and business services	housing, employment, recreation, social activities & cultural facilities
Size	Major - 75 - 150 ha Intermediate - up to 75 ha	local municipal decision	local municipal decision	50-100 ha	major - 100 - 150 ha intermediate - up to 75 ha	sized by maximum gross leasable retail floor space - local municipalities to determine boundaries (size)
Residential-Employment Ratio	Major - 1 res : 2.5 jobs Intermediate - 1res: 1.5-2.0 jobs	overall figures for local municipalities	overall figures for local municipalities	1 res : 3 or 4 jobs (5-10,000 res: 20-30,000 jobs)	1.5 res:1 job	2 res : 1 job
Employment Targets	Intermediate 7-25,000 jobs Major 60,000 jobs	overall figures for local municipalities	overall figures for local municipalities	20,000 - 30,000	10,000 - 25,000	none found
Population Targets	only derived from the Residential - Employment ratio	overall figures for local municipalities	overall figures for local municipalities	400 - 600 / ha	major centre - 700-1,000 / ha intermediate - 250 -550/ha	none found
Modal Split Targets	By 2011 - 2021 Halton - 15% Peel - 25% York - 20% Metro - 40% Durham - 20%	"To achieve, by the year 2011, a level of public transit usage that represents 20 % or more of all trips " (Part IV, E2f)	"encourage a 20% Peak Period modal split within the urban system served by transit by 2021" (5.6.5.2.3)	"in the urban areas the 30 year target will be one-third of all peak period trips by transit" (6.2.2)	50% of total peak period trips (2.4.1, 68. d, i)	supports "measures to maximize the use of public transit within the Region" (16.2.3)

3.3. Implementation Of Nodes Within The Urban Structure

An underlying premise of the GTA vision was that the concept for the urban structure depicted a limited number of nodes (one central, five major and 23 intermediate) and corridors on the basis that these nodes and corridors represented priority development areas. As the basis of our analysis we have interpreted the Urban Form concept map and located the nodes and corridors to relate them to actual development and also to reflect the hierarchy of nodes expressed in the original. The resulting map is shown in Exhibit 6 (see opposite p. 23). The following section analyses how the regions have dealt with implementation of nodes.

As review of the regional plans shows that there are 35 nodes designated in regional plans (Exhibit 7 opposite p. 23). This represents six more nodes than identified on the GTA vision concept map. As illustrated in the table below, Halton and Durham designate a total of 13 more nodes in their regions compared to the GTA vision, while Peel and York designate five fewer nodes in total.

	Halton	Peel	York	Metro	Durham	Total
No. of nodes in GTA vision	3	5	5	14	2	29
No. of nodes in regional OP	8	2	3	14	8	35
Difference between vision & OP	**+5**	**-3**	**-2**	**-1**	**+6**	**+6**

There are two key issues to be discussed. The first relates to the overall number of nodes designated in regional plans relative to the GTA vision. The second relates to the criteria used to designate a node: do the nodes designated in regional plans match the criteria for Intermediate nodes specified in the GTA vision?

With respect to overall numbers, the Working Group on Urban Form clearly contemplated that the structure would evolve, and that nodes would be added and subtracted as part of the process of refining the plans so it is not surprising that some of the regions have chosen to proceed with different nodes from those identified in 1992. Even though the wording and descriptions in the five regional plans regarding their urban structure is roughly comparable, the interpretation from a strategic point of view has been very different. This becomes clearer when examined region by region. The criteria established by the GTA vision are summarized in Exhibit 8 and 9 (Appendix) and our assessment is included in the latter table.

Halton

In the GTA vision, three Intermediate nodes were identified. (Burlington, Oakville 1 & 2). All three have been designated in the Halton plan, and all three match the GTA vision criteria for Intermediate nodes.

Five additional nodes have also been designated in the Halton plan (Burlington Midtown Core, Burlington Downtown, Brönte, Oakville Midtown, and Oakville Downtown). None of these nodes appear to match the criteria established by the GTA vision, in that they are smaller, have lower expectations in terms of employment and are more local in nature.

It should be noted that the Halton Official Plan designates three additional nodes in Acton, Georgetown and Milton. These nodes were outside the urban envelope identified in 1992, and have not been included in this analysis since they are largely self-contained and separated from the major built up area of the GTA.

Exhibit 10:

Urban Structure Vision: Halton

Given Title

No.	GTA	Regional (No Given Name)	Local	
Burlington				
	Not identified	Downtown Burlington	Downtown	H 3
	Not identified	Guelph Line & QEW	Midtown	H2
1	Appleby Line - Upper Middle Rd.	Appleby Line- Upper Middle Rd.	Uptown	H1
Oakville				
	Not identified	Downtown Bronte	Bronte Community	H5
2	Oakville 1	Hwy 25 - Hwy 5	Palermo	H4
	Not identified	Old Oakville	Downtown Oakville	H7
	Not identified	Mid-Town Core	Midtown core	H6
3	Oakville 2	Trafalgar Rd. & Dundas	Uptown core	H8

Halton	
H1	**Burlington Uptown Core**
H2	**Burlington Midtown Core**
H3	**Burlington Downtown**
H4	**Palermo**
H5	**Bronte**
H6	**Oakville - Midtown**
H7	**Oakville - Downtown**
H8	**Oakville - Uptown Core**

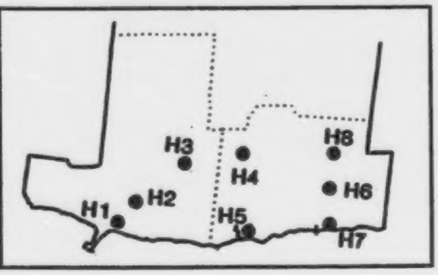


Exhibit 11:

Urban Structure Vision: Peel

Given Title

No.	GTA	Regional	Local	
Mississauga				
4	Erin Mills	Undesignated	Erin Mills Town Centre	P2
5	Hwy 10 at Hwy 401	Undesignated	Gateway (Employment) District	P3
MAJOR	Missisauga	Mississauga	City Centre	P1
7	Airport Corporate Centre	Undesignated	Airport Corporate	P4
*	Special Purpose Node (Airport)	Lester B. Pearson International Airport		
Brampton				
6	Brampton	Brampton	Central Commercial Corridor	P5
	Not identified	Undesignated	Bramalea "Gateway"	P6

Peel

P1	**Mississauga City Centre**
P2	Erin Mills
P3	Hwy 10 - Hwy 401
P4	Airport Corporate Centre
P5	Brampton
P6	Bramalea Gateway

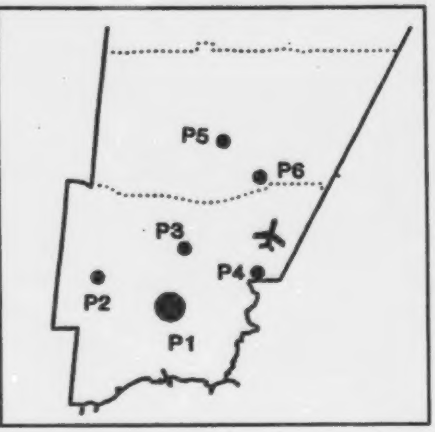


Exhibit 12:

Urban Structure Vision: York

Given Title

No.	GTA	Regional (No Given Name)	Local	
Vaughan				
9	Hwy 7 & Hwy 427	Undesignated	Junction of future Hwy 427 ext. - Hwy 7	Y1
13	Vaughan Centre	Vaughan Regional Centre	Vaughan Corporate Centre	Y2
16*	Yonge & Steeles	Undesignated	Undesignated	..
	Not Identified	Undesignated	Vaughan Centre	Y3
Richmond Hill				
17	Langstaff Gateway	Richmond Hill Regional Centre	Langstaff Gateway	Y4
18	Richmond Hill	Undesignated	Richmond Hill	Y5
	Not identified	Undesignated	Beaver Creek	Y6
Markham				
21	Markham Centre	Markham Regional Centre	Markham Centre	Y7
16*	Yonge & Steeles	Undesignated	Undesignated	Y8

* Yonge & Steeles Node is divided between five jurisdictions. For statistical purposes, it is only counted once - in North York

York	
Y1	Hwy 427 & 7
Y2	Vaughan Corporate Centre
Y3	Vaughan Centre
Y4	Langstaff Gateway
Y5	Richmond Hill
Y6	Beaver Creek
Y7	Markham Centre
Y8	* Yonge - Steeles
	* also in Metro

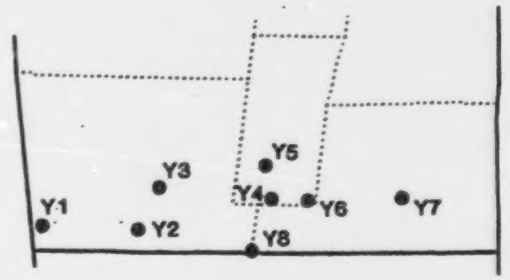
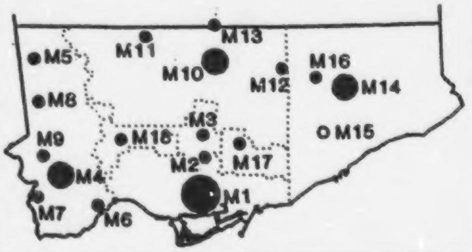


Exhibit 13:

Urban Structure Vision: Metro

Given Title				
No.	GTA	Regional	Local	
Toronto				
CENTRAL	Toronto	Toronto	Central Core	M1
14	Yonge - St. Clair	Yonge - St. Clair	Yonge - St. Clair	M2
15	Yonge - Eglinton	Yonge - Eglinton	Yonge - Eglinton	M3
Etobicoke				
MAJOR	Etobicoke	Etobicoke	City Centre	M4
8	Rexdale	Rexdale	Rexdale Blvd. - Hwy 27	M5
10	Mimico Centre	Park Lawn	Park Lawn Rd. - Q.E.W.	M6
	Not identified	Sherway	Sherway	M7
	Not identified	Undesignated	Airport Business Park	M8
	Not identified	Undesignated	Hwy 427	M9
North York				
MAJOR	North York	North York	North York Centre	M10
12	York University	York University	York University	M11
20	Consumers Rd.	Undesignated	Consumers Rd. Bus. Park	M12
16	Yonge - Steeles	Undesignated	Yonge - Steeles	..
Scarborough				
MAJOR	Scarborough	Scarborough City Centre	Scarborough City Centre	M14
22	Kennedy - Eglinton	Kennedy - Eglinton	Kennedy Park Community	M15
	Not identified	Kennedy - Sheppard	Agincourt Centre	M16
East York				
19	Thorncliffe	East York	East York	M17
York				
11	York City Centre	York City Centre	York City Centre	M18

Metro	
M1	**Toronto**
M2	**Yonge - St. Clair**
M3	**Yonge Eglinton**
M4	**Etobicoke City Centre**
M5	**Rexdale**
M6	**Park Lawn**
M7	**Sherway**
M8	**Airport Business Park**
M9	**Hwy 427**



M10	**North York City Centre**
M11	**York University**
M12	**Consumers Road**
M13	*** Yonge - Steeles**
M14	**Scarborough City Centre**
M15	**Kennedy - Eglinton**
M16	**Kennedy - Sheppard**
M17	**East York (Thorncliffe)**
M18	**York City Centre**

* also in York

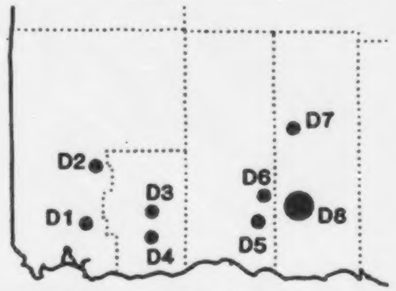
Exhibit 14:

Urban Structure Vision: Durham

Given Title

No.	GTA	Regional	Local	
Pickering				
23	Pickering	Liverpool and Kingston Rd.	Downtown Core	D1
	Not identified	Seaton Community	Seaton Urban Study Area	D2
Oshawa				
MAJOR	Oshawa	Oshawa	Oshawa Main Central Area	D8
	Not identified	Winchester Rd. & Simcoe St.	Undesignated	D7
Ajax				
	Not identified	Harwood Rd. - Hwy 2	Harwood and Kingston Rds.	D3
	Not identified	Harwood Rd. - Bayly St.	Harwood and Bayly Rds.	D4
Whitby				
	Not identified	Hwy 2 - Hwy 12	Downtown Central Area	D5
	Not identified	Rossland Rd.-Garden St.	Major Central Area	D6

Durham	
D1	Pickering
D2	Seaton
D3	Harwood - Hwy 2
D4	Harwood - Bayly
D5	Downtown Whitby
D6	Rossland - Garden
D7	Winchester - Simcoe
D8	Oshawa



Peel

The GTA vision showed four Intermediate nodes (Erin Mills, Highway 10/401, Brampton and Airport Corporate Centre). Mississauga City Centre was identified as a Major node. In contrast, the Peel plan designates only two nodes: Brampton and Mississauga City Centre, giving them equal weighting.

Although the locations of these two nodes are consistent with the GTA vision, the discrepancy between the hierarchy suggested in the GTA vision and the way that Peel has designated the two nodes in the official plan illustrated the difference in philosophy between a GTA perspective and Peel-centric perspective.

The nodes identified on the GTA vision not designated in the Peel plan are Erin Mills, Highway 10/401, and the Airport Corporate Centre. Judged on the basis of the criteria and reviewing their current status in official plan documents, none of these nodes appear to match the criteria set out in the GTA vision.

York

The GTA vision identifies five intermediate nodes, while the Region's plan designates three. (It should be noted that the York Official Plan also designates a fourth regional node at Newmarket. For the same reasons cited above regarding Halton, this node has been excluded from the analysis.) The two GTA nodes not designated in the Regional Plan are Highway 427/7, and Richmond Hill. Neither appear to match the criteria set out in the GTA vision.

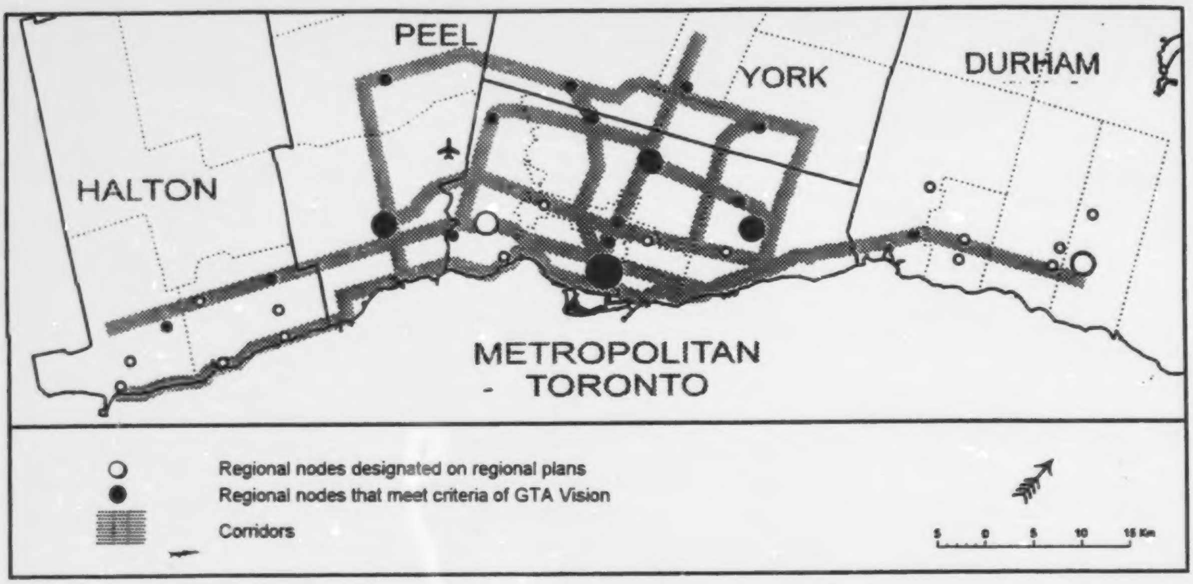
The three GTA nodes designated on the York plan are the Vaughan Corporate Centre, Langstaff Gateway and Markham Centre. All three appear to match the criteria established in the GTA vision although some doubts exist about Vaughan Corporate Centre and the Langstaff Gateway. The Vaughan Corporate Centre is being planned in an appropriate manner (promoting compact, pedestrian oriented, mixed use), but densities are low (1.0) and the development area is very large. In reviewing Langstaff Gateway, the strongest feature is its location. The mix of uses proposed in the recently adopted secondary plan is less ambitious than originally envisioned and Provincial interest in relocating the GO station, creating an intermodal transfer and other strong transit linkages appears to have stalled in reaction to the prominence being given to auto-oriented and low density residential development by the new developer. Similarly, expectations for extending the Yonge subway north of Steeles are not likely to be realized if development proceeds as currently proposed.

Metro Toronto

The GTA vision identifies Toronto's central core, three major nodes and 10 Intermediate nodes. Two of the latter are not designated on the Metro plan: Consumers Road and Yonge/Steeles. Neither match the criteria for Intermediate centres in the GTA vision.

Of the Major centres, Etobicoke City Centre is not comparable to either of the other two Major nodes in Metro and we have concluded that it rates more realistically as an Intermediate node. In our judgment, several other nodes also fail to meet the criteria as Intermediate nodes. These are Park Lawn, Kennedy/Eglinton, East York Centre and York City Centre. The latter had considerable potential before

Exhibit 15: Regional Nodes that Meet Criteria for GTA Vision (1997)


PEEL
YORK
DURHAM
HALTON
METROPOLITAN
- TORONTO
○ Regional nodes designated on regional plans
● Regional nodes that meet criteria of GTA Vision
▨ Corridors
5 0 5 10 15 Km

funding for the subway construction on Eglinton Avenue was withdrawn, but development interests now appear to have dissipated. East York appears to have the potential to be a thriving local centre as the balance shifts from employment to residential development, while Eglinton/Kennedy has failed to expand significantly since its designation over 15 years ago and is hampered by an unattractive grade separation and Hydro corridor. Park Lawn (Mimico) has considerable potential as a local centre, particularly in view of its waterfront location but is now not likely to receive transportation upgrades from either TTC or GO.

Durham

The GTA vision identifies one Major node (Oshawa) and one intermediate node (Pickering). The Official Plan designates seven nodes and all are given equal weight. It should be noted that a third urban area and a group of smaller urban areas (rural) also contain Main Central Area designations, but these have not been included in our study.

Both Oshawa and Pickering appear to match the criteria established in the GTA vision, although Oshawa does not compare in scale to other Major nodes in the GTA. Of the six additional nodes in the Durham plan (see Exhibit 15), only the Seaton node appears to have potential to be developed as an Intermediate node, although it is difficult to assess Seaton until such time as a secondary plan and/or development plans have been prepared.

Do the five regional plans combine to portray the GTA vision?

Notwithstanding the problems with implementation with respect to nodes identified in this section, the regional plans taken together are the closest representation of the GTA vision available. Taken as a whole, the major difference in the number of nodes is geographical, with the most westerly and easterly regions of Halton and Durham choosing to designate significantly more nodes than identified in the GTA vision, while Peel and York have been more restrictive, choosing to designate fewer "regional" nodes.

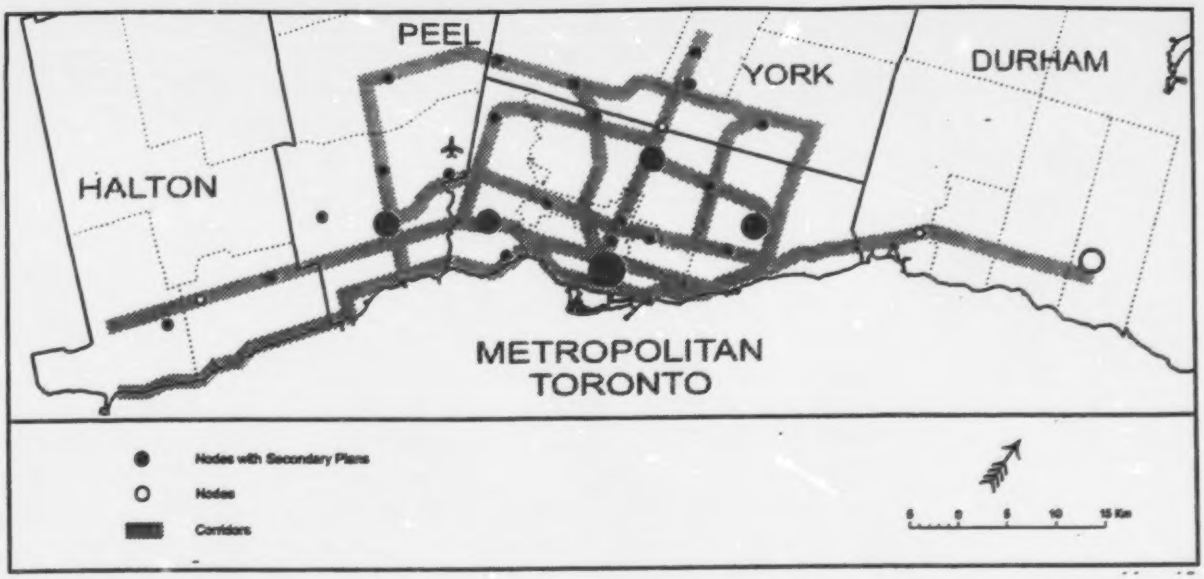
Overall, we conclude that there is a wide discrepancy among Intermediate nodes designated in regional plans. Interpreting the criteria of the Working Group (and we underline the subjectivity of this assessment), we suggest it would be more realistic to designate 11 of the 23 Intermediate nodes on the GTA vision as local nodes, leaving 12 nodes identified as Intermediate nodes in the GTA vision. Of the 13 nodes identified by the regional plans but which do not appear on the GTA vision, 10 do not match the criteria for Intermediate nodes but three (Sherway, Kennedy/Sheppard and Seaton) appear to have potential. As discussed in Section 3.3, this evaluation is summarized in Exhibit 9 (see Appendix 2).

What steps have been taken to implement the GTA vision at the area municipal level?

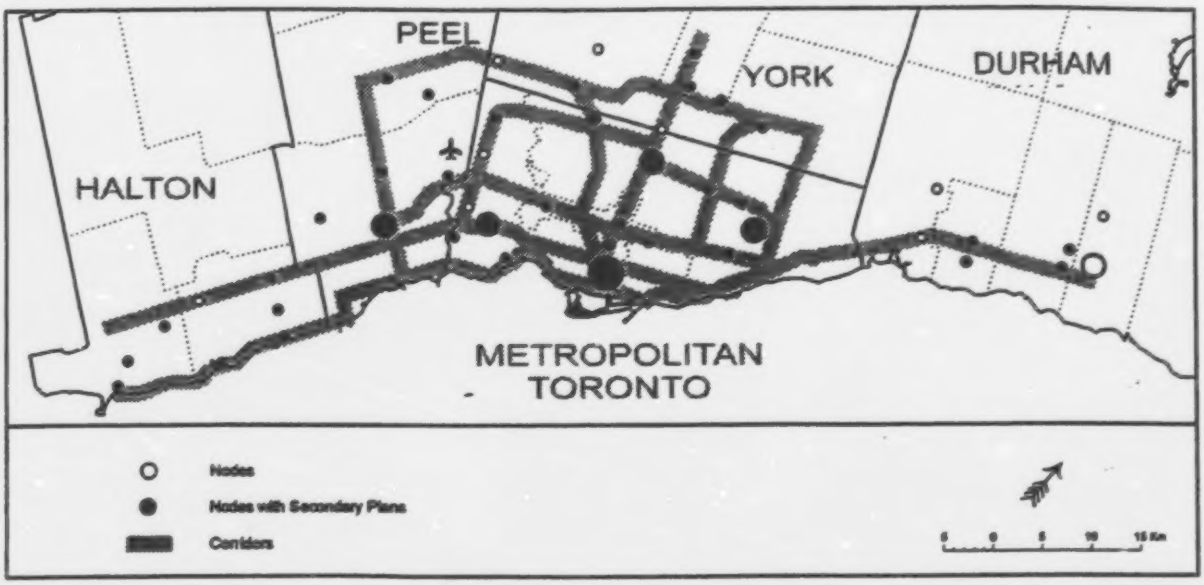
As indicated above, all the regional plans have taken the essential step of requiring (or directing) the area municipalities to prepare secondary plans as a basis for developing individual nodes. Secondary plans typically contain more detailed policies than the parent official plan. They designate the boundaries of the area being developed, provide guidance regarding the range of land uses and development densities (expressed as floor space index ratios either for as-of-right development or as a basis for a rezoning). In the case of secondary plans for nodes, policies may also set employment and population targets. We would also

Exhibit 16:

Nodes on GTA Vision with Secondary Plans (1997)


PEEL
YORK
DURHAM
HALTON
METROPOLITAN
TORONTO
Nodes with Secondary Plans
Nodes
Corridors
5 0 5 10 15 Km

All Nodes with Secondary Plans (1997)


PEEL
YORK
DURHAM
HALTON
METROPOLITAN
TORONTO
Nodes
Nodes with Secondary Plans
Corridors
5 0 5 10 15 Km

expect to find policies describing urban form, approaches to integrating development with transit, and policies describing goals for pedestrian activity, circulation and access.

Using the GTA vision as a reference point, in terms of establishing the policy framework for nodes, 25 of the 29 nodes have secondary plans (see Exhibit 16) leaving four nodes identified in the GTA vision that have no secondary plans. The following summarizes those locations and probable reasons why secondary plans have not been prepared for the nodes in question:

# 2: Oakville 1, referred to locally as "Palermo," is designated in the Halton plan but does not have a secondary plan because it is still under study.

# 9: Hwy 7 and Hwy 427, referred to locally as "427/7" but is not designated in the York plan. Since 1992, the thinking on this potential node has changed, and it is designated simply as an employment centre. The recently adopted Official Plan Amendment 450 deals with employment land uses for Vaughan and could be interpreted as functioning as a Secondary Plan.

#16: Yonge/Steeles is unique in the GTA in that the node spans two regional and three municipal jurisdictions; although it has been the subject of intensive study, only North York has taken any steps to designate the area, and this designation only covers that part of the node within North York. Metro does not identify it in its Official Plan.

#23: Pickering, referred to locally as the Downtown Core, is designated in Durham's plan but the City currently has no plans to prepare a secondary plan in the interests of "preserving flexibility" to respond to development interests.

#Major node - Oshawa, referred to locally as a Main Central Area, does not yet have a secondary plan and the City has no plans to prepare one at this time because of the slow rate of development.

Are municipal plans consistent with regional plans?

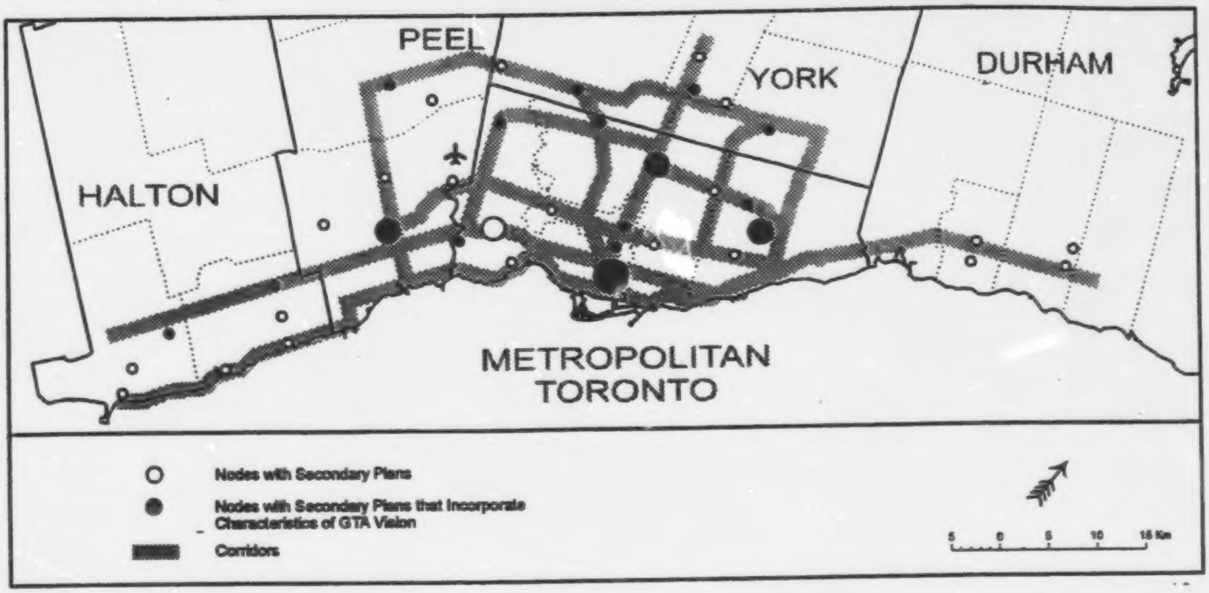
In addition to the 35 nodes designated in the five regional plans, area municipal plans designate an additional 12 nodes, for a total of 47 nodes. Geographically, most of these additional nodes are in the outlying regions. Of the 47 designated nodes in the GTA, 36 have secondary plans.

The following table summarizes the distinctions made in this study with respect to the availability of secondary plans for nodes in the GTA vision, regional plans and area municipal plans.

Nodes in GTA vision and designated in regional plans with secondary plans	19
Total number of nodes in the GTA with secondary plans	36
Total number of nodes designated in official plans in the GTA*	47

* This number comprises 35 nodes designated in regional plans plus 12 nodes that are designated only in area municipal plans.

Exhibit 17: Nodes with Secondary Plans that Incorporate Characteristics of GTA Vision (1997)


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Nodes with Secondary Plans
Nodes with Secondary Plans that Incorporate Characteristics of GTA Vision
Corridors
5 0 5 10 15 Km

Are secondary plans for nodal development consistent with the GTA vision?

We reviewed the policies of more than 40 secondary plans for designated nodes in the GTA, concentrating on four principal characteristics identified in the GTA vision: the mix of uses, references to the desire to develop a compact urban form, strategies for enhancing pedestrian access and references to promoting the use of public transit (see Exhibit 17). The majority of secondary plans capture the essence of the GTA vision very strongly, portraying a clear vision of the range, type and scale of development desired in each node. These policies are summarized in the appendix to this study (Exhibit 18). In the case of nodes that rated poorly (only 8 out of 35), this can be explained by how recently the policies have been amended and the municipality's intentions with respect to the node rather than any lack of appreciation for or commitment to developing compact urban form.

What is the cumulative effect of secondary plans created for nodes in the GTA?

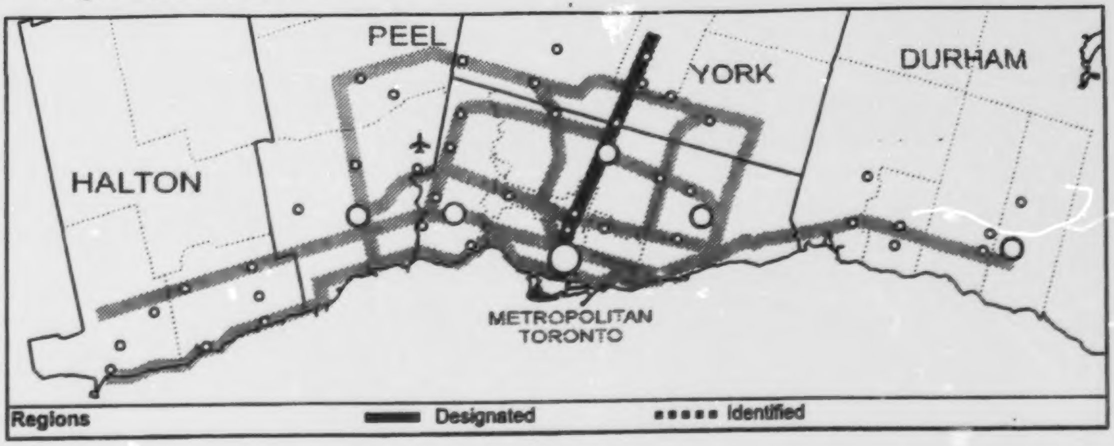
In the preceding pages, we have seen that municipalities have designated and proceeded with detailed planning for many more nodes than originally contemplated. We have also noted that relatively few meet the criteria for selection as Intermediate nodes relative to the GTA vision. However, a positive outcome of the intensive effort expended during the past five years (and before that in more mature areas), is that a large number of nodes are being planned on the basis of what we conclude are positive characteristics regarding their urban form. Over time, provided that these initial steps are complemented by other actions such as support from the development community, the character of development can begin to reflect these efforts. As will be discussed in more detail in the conclusions of this study, the downside of this approach is that few nodes are likely to reach the threshold levels of development necessary to support higher levels of transit service. Without development pressures, land economics is going to dictate that higher commercial densities are likely to be found in a relatively few choice locations outside of those higher density nodes already established.

On the basis of interviews with the municipalities and other information, we also drew conclusions regarding the level of maturity of the nodes. In addition to estimating the overall level of maturity of nodes, we looked at the relative differences in maturity of nodes in Metro and the outlying areas in order to take into account that Metro nodes have typically been in development for a longer period. Overall, of the 47 nodes in the GTA, 16 (including Central area) are mature, 23 are still developing and 8 are in the planning stages. Of these only five (Palermo, 427/7, Seaton, Winchester and Vaughan Centre) are not yet fully serviced. Separating Metro from the equation, the ratios are quite different, as might be expected. Eight of 29 nodes are mature, 14 are still developing and 7 are still in the planning stages.

In the outlying regions, there are a number of nodes focused on historic cores. Their potential to develop at the Intermediate scale is constrained, largely because of a host of practical problems (proximity of adjacent established neighborhoods, multiple ownerships, challenges of integrating urban scale buildings, servicing problems, traffic capacity and site access etc.). Greenfield sites face the problem of reaching critical mass with the appropriate type of development. Langstaff Gateway is an example of the difficulties of maintaining and coordinating the interests of principal landowners, market potential, public infrastructure dollars and public support with a consistent vision.

Exhibit 19:

1. Yonge Street Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Regions
Designated
Identified

Corridor: Designated, Identified or Classified

Metro	**Designated**	**Metropolitan Corridor**
Toronto	Designated	Main Street
North York	Designated/Identified	City Centre/Arterial Corridor Area
York	**Designated**	**Regional Corridor**
Vaughan	Identified	Arterial Transit Service
Markham	Identified	Activity Corridor
Richmond Hill	Classified	Arterial

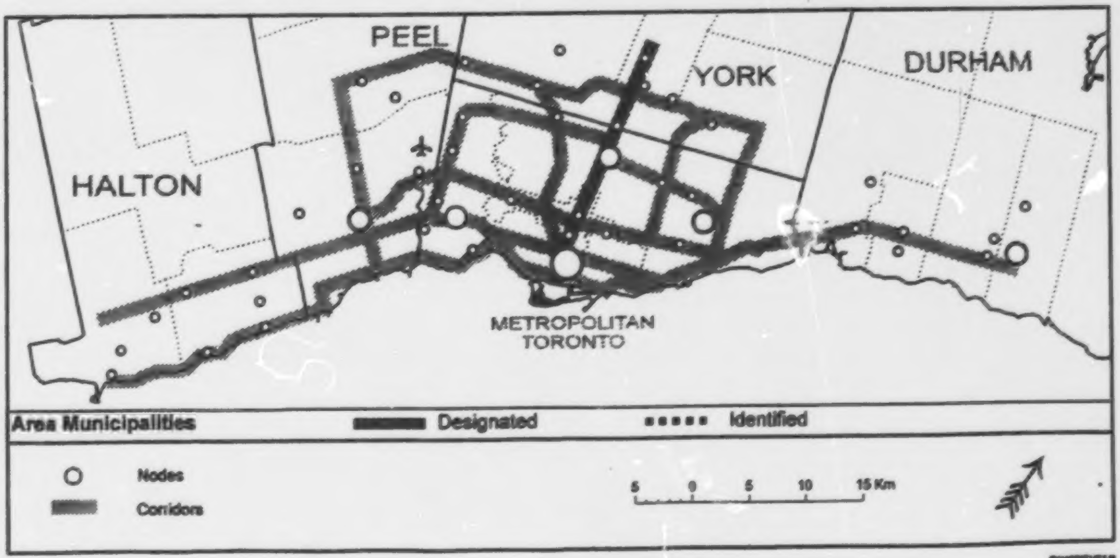
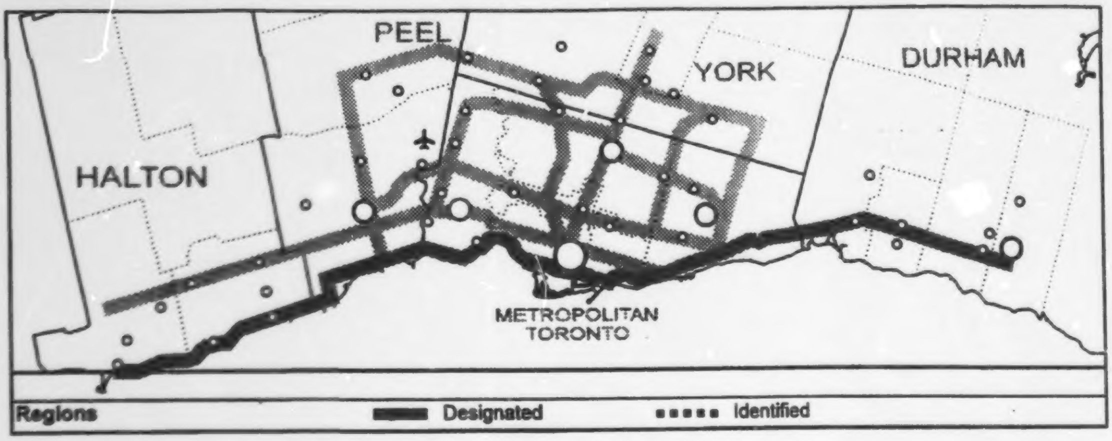

PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Area Municipalities
Designated
Identified
Nodes
Corridors
5 0 5 10 15 Km

Exhibit 20:

2. Lakeshore Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Regions
Designated
Identified

Corridor: Designated, Identified or Classified

Halton	Classified	Arterial
Burlington	Classified	Arterial
Oakville	Classified	Minor Arterial
Peel	Classified	Inter-Regional Rail Line
Mississauga	Designated (partial)	Corridor (eastern half)
Metro	Designated (partial)	Metropolitan Corridor
Etobicoke	Designated	Major Transit
Toronto	Designated (partial)	Main Street (only Queen Street)
Scarborough	Identified (partial)	High Activity Corridor
Durham	Identified	Regional Transit Spine
Pickering	Designated	Mixed Corridor
Ajax	Classified	Type "B" Arterial
Whitby	Classified	Type "B" Arterial
Oshawa	Classified	Type "B" Arterial

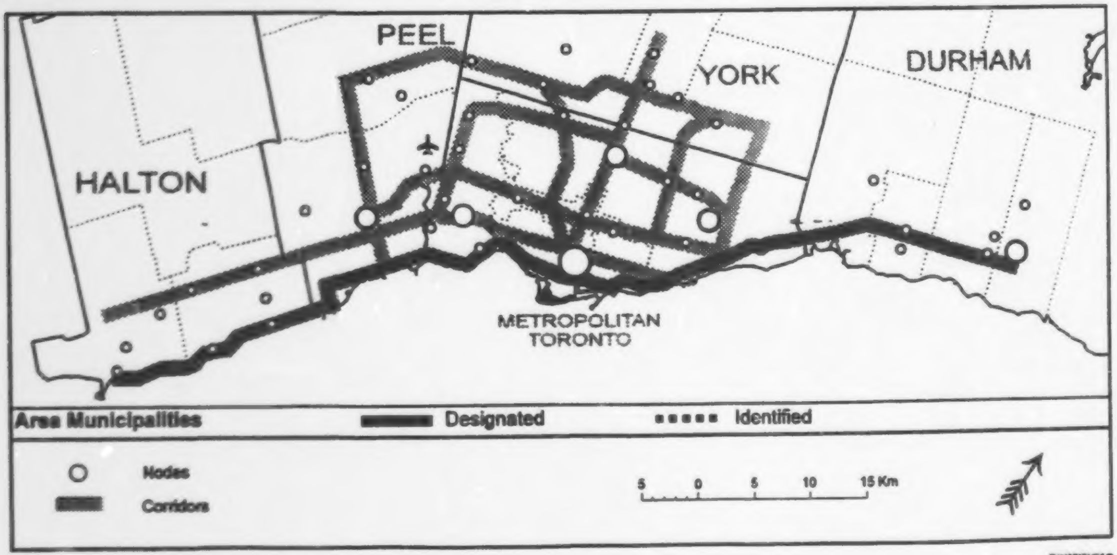
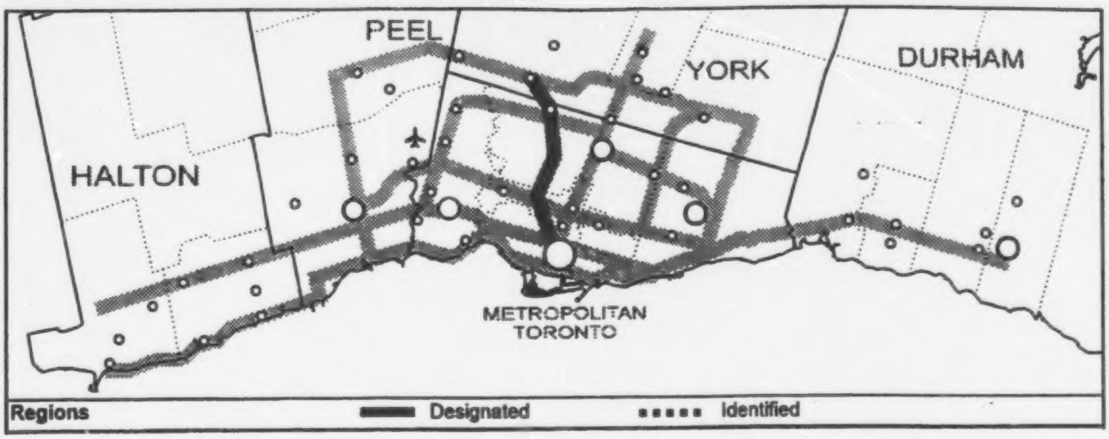

PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Area Municipalities
Designated
Identified
Nodes
Corridors
5 0 5 10 15 Km

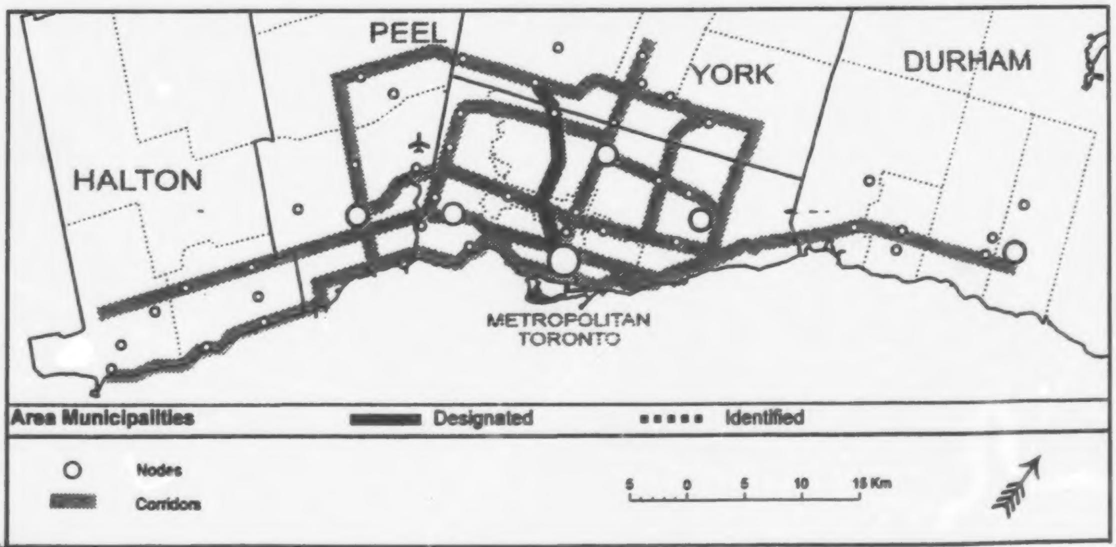
Exhibit 21:

3. University - Spadina - Dufferin Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Regions
Designated
Identified

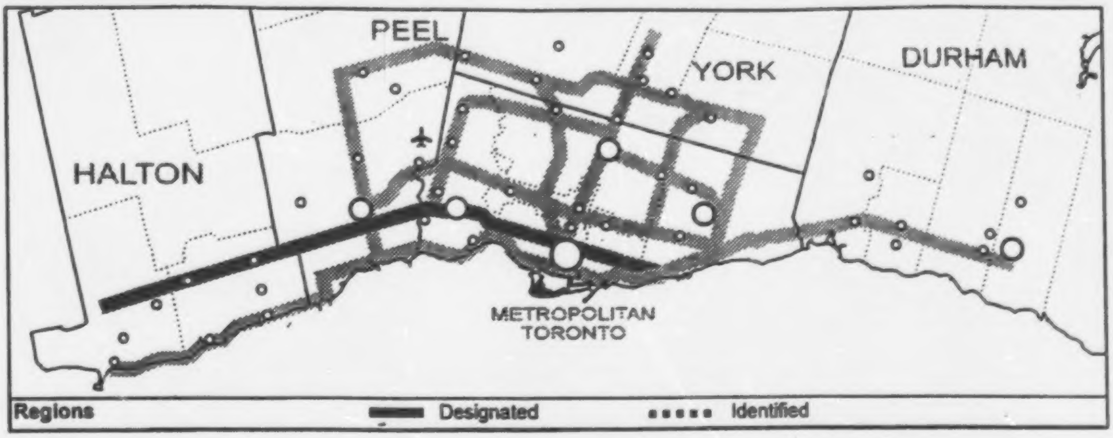
Corridor: Designated, Identified or Classified

Metro	Designated / Identified	Metropolitan: Corridor / Rapid Transit
Toronto	Not Designated / Identified / Classified	
North York	Identified	Existing & Planned Subway
York	Identified	Subway Extension
Vaughan	Identified	Higher Order Transit Corridor Study Area


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Area Municipalities
Designated
Identified
Nodes
Corridors
5 0 5 10 15 Km

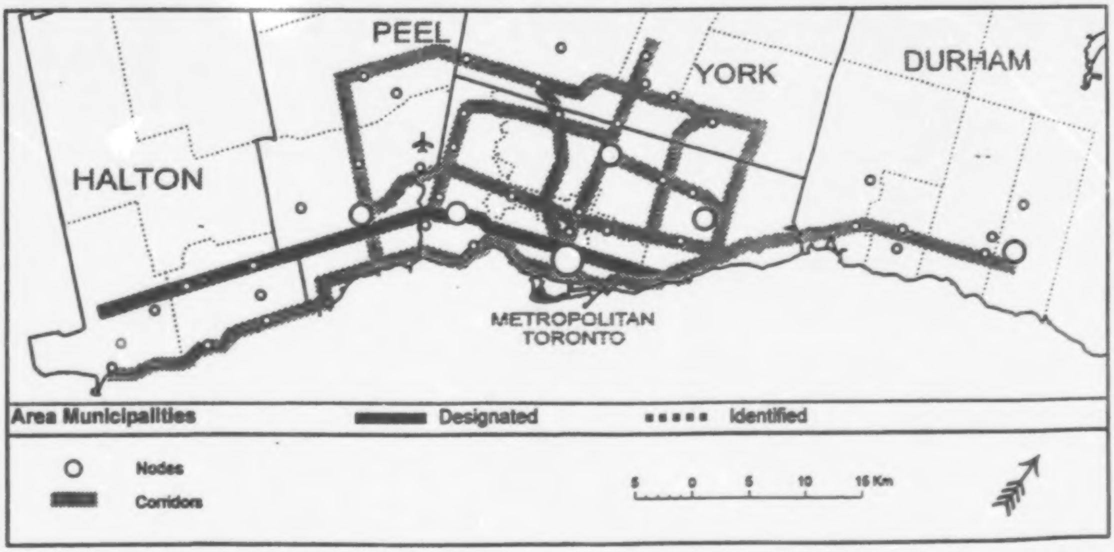
4. Dundas - Bloor - Danforth - Hwy 5 Corridor

Exhibit 22:


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Regions
Designated
Identified

Corridor: Designated, Identified or Classified

Halton	Identified	Transitway / Busway Corridor
Burlington	Identified	Regional Busway
Oakville	Classified	Regional Primary Arterial
Peel	Identified	Major Bus Transit Corridor
Mississauga	Designated (partial)	Corridor
Metro	Designated	Metropolitan: Corridor
Etobicoke	Designated	Major Transit
Toronto	Designated	Main Street
Scarborough	Identified	Activity Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Area Municipalities
Designated
Identified
Nodes
Corridors
5 0 5 10 15 Km

3.4 Implementation of corridors within the urban structure

The GTA urban structure is comprised of three principal corridors: a broad east-west corridor between Burlington and Oshawa and a broad loop extending around the top of the GTA, taking in Highway 7; a third major corridor is the Yonge Street corridor extending from the Lake to Richmond Hill (and beyond). For the purposes of analysis, we have broken these corridors down into 12 shorter segments, including a number of other linking corridors identified on the GTA vision.

As indicated in the Working Group report on Urban Form, corridors form a key element of the urban structure, and "are possibly more important than nodes." This subtlety has largely been lost on policy makers and others involved in developing the urban structure. This section reviews the progress made with respect to implementing corridors, and focuses on the following:

- what is the current status of corridors identified in the GTA vision and are they being implemented effectively?
- do the corridors dealt with in regional and area municipal plans conform to the criteria for corridors established in the GTA vision?
- are additional corridors emerging?
- what steps have been taken with respect to urban design for corridor development and what impact will the numerous corridor studies undertaken in the GTA have on the development of corridors?
- what role do transit authorities play in the development of corridors?

What is the current status of corridors identified in the GTA vision and are they being implemented consistent with the GTA vision?

By their nature, corridors are inherently difficult to deal with, and from the perspective of the GTA urban structure, present one of the more significant challenges. A principal difficulty with corridors is that there is no common practice regarding their designation in official plans. The result is a lack of consistency between regional jurisdictions, and, within regions, inconsistency from municipality to municipality. These problems are exacerbated by the differences in mandate regarding transit and dispersed and/or divided responsibilities with respect to arterial roads. If a corridor appears on the urban structure map in the official plan it is "designated." If it appears as a corridor or some other term on another schedule with official plan status it is "identified." The third term, "classified," applies to roads or other facilities noted by type on maps that have no legal status.

1) Yonge Street corridor:

Yonge Street has become the most visible backbone of the GTA urban structure, with more than half a dozen major concentrations of commercial development at key intersections along its length, and a semi-continuous series of "Main Streets" extending north into Markham, Richmond Hill and Vaughan. Even though Yonge Street serves as a model of how a corridor can evolve, Yonge Street is by no means without problems.

From the perspective of dealing with Yonge Street as a corridor, one such problem is jurisdictional. In the space of a few kilometres, Yonge Street encounters no less than seven municipal jurisdictions. Yonge is the dividing line between Vaughan and Markham, resulting in difficulties with respect to the provision of local bus service and in incompatible regulations from one side of the street to the other. From the perspective of the GTA vision, Yonge Street has been dealt with appropriately at the regional level. However, even though Metro and York Region both designate Yonge in a similar fashion, the five area municipal jurisdictions all have different approaches. The most compatible are Toronto and North York. North of Steeles, only Markham addresses Yonge Street as a corridor, and because of the boundary issue mentioned above, is only able to deal with its half of the street. Vaughan has identified Yonge as having Arterial Transit Service. Richmond Hill makes reference to the possibility of HOV lanes on Yonge Street.

Yonge Street also exemplifies problems related to cross-border issues that an official plan designation cannot address. Regional bus service - funded (until recently) at 100% only to the nearest subway station across a border - brings commuters from York Region to Finch station. The opportunity to build a "transit habit" with the growing number of York residents living close to the Yonge corridor is missed to the extent that it is inconvenient to have to change modes and/or pay an extra fare to travel to a destination one stop further south (North York City Centre). Similarly, TTC is prohibited by statute from providing bus service from residential areas south of Steeles to employment destinations in York Region.

2) Lakeshore corridor

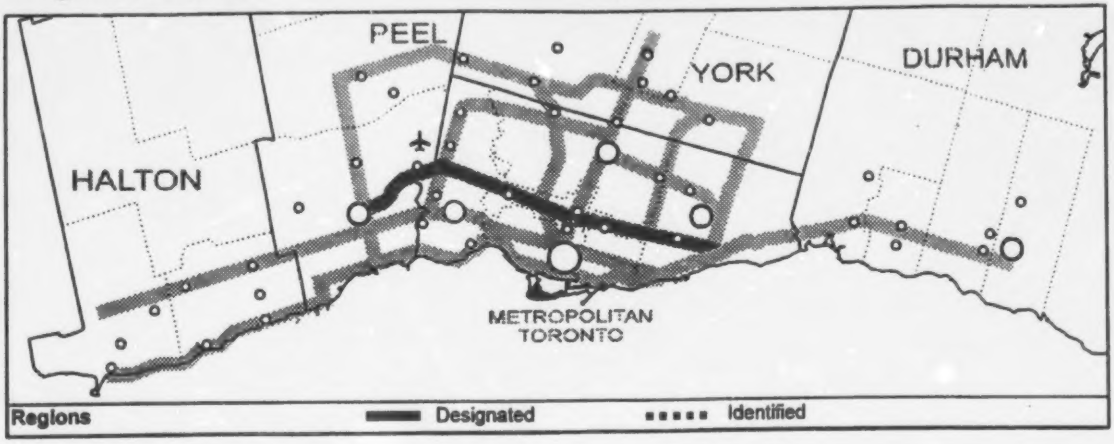
Beginning in the west, neither Halton nor Peel address the Lakeshore corridor on their official plan structure maps. Halton leaves it up to the area municipalities to designate mixed use corridors. In terms of identifying the corridor in the GTA vision, there are some inconsistencies. In reality, Lakeshore is an established residential corridor interspersed with three mature downtowns (Burlington, Bronte and Old Oakville). Burlington does not designate Lakeshore as a mixed use corridor but the downtown is designated as a node. The parallel development strip of Plains Road/Spears Road south of the QEW and the GO line is designated by Burlington as a mixed use corridor. If the intent of the GTA vision was to recognize the role of GO, and to take into account development potential for corridors, this corridor should either be realigned or widened to encompass both roles.

Moving east towards downtown Toronto, a section of Lakeshore in Mississauga is designated in the area municipal plan, but the adjacent Etobicoke designation stops just short of the Mississauga border. Since neither the TTC nor Mississauga Transit is able to serve communities in adjacent municipalities, this is perhaps academic at the moment. However, the latter designation, which complements the Metro designation, is not matched in the City of Toronto. A project to improve streetcar service in the Lakeshore corridor has received environmental assessment approval but no funding has been earmarked to pay for the project and it does not appear in the 5 year capital plan as a future improvement. The TTC is currently studying a short extension of the existing Harbourfront line that would connect into the Bathurst and Spadina streetcar lines. In addition to tourist destinations, this new connection would serve proposed mixed use development in the Bathurst Strachan area for which secondary (part II) plans have been prepared.

Although the GO line provides a basis for commuter travel along the length of the corridor, the regional designations in the easterly section of the corridor are not continuous, largely because they reflect the alignments such as Kingston Road and Highway 2 that form the development corridor component of the overall corridor. There is also inconsistency between the regional and area municipal approach to designation, where Pickering designates a mixed use corridor but Durham's transit spine does not cover the same area.

Exhibit 23:

5. Eglinton Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Regions
Designated
Identified

Corridor: Designated, Identified or Classified

Peel	Identified	Transitway
Mississauga	Designated	Transitway
Metro	Designated	Metropolitan Corridor
Etobicoke	Designated	Eglinton Transportation Corridor
City of York	Classified	Arterial Road
Toronto	Designated (partial)	Main Street
East York	Designated (partial)	Main Street
Scarborough	Identified	High Activity Corridor

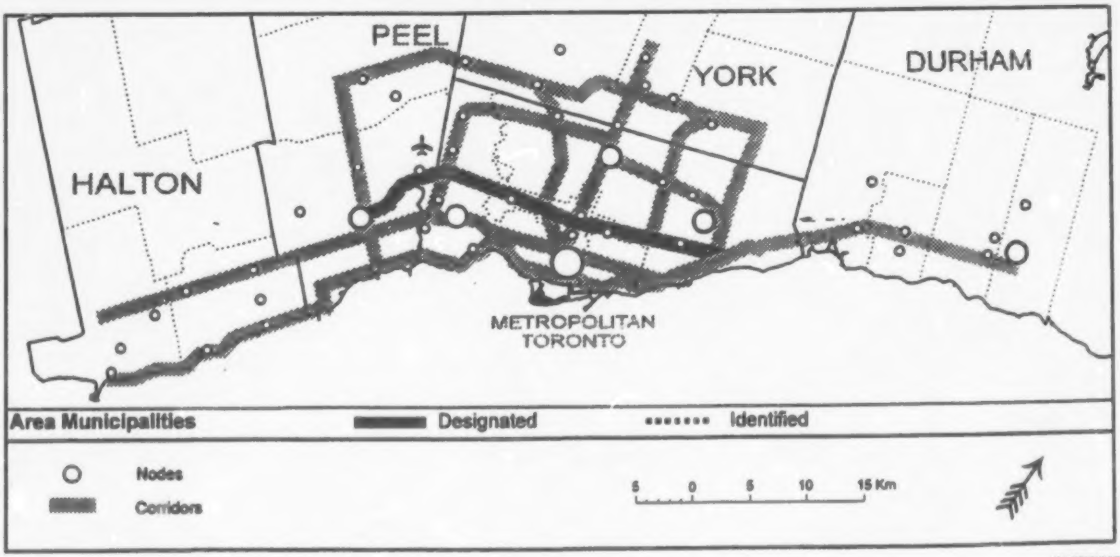
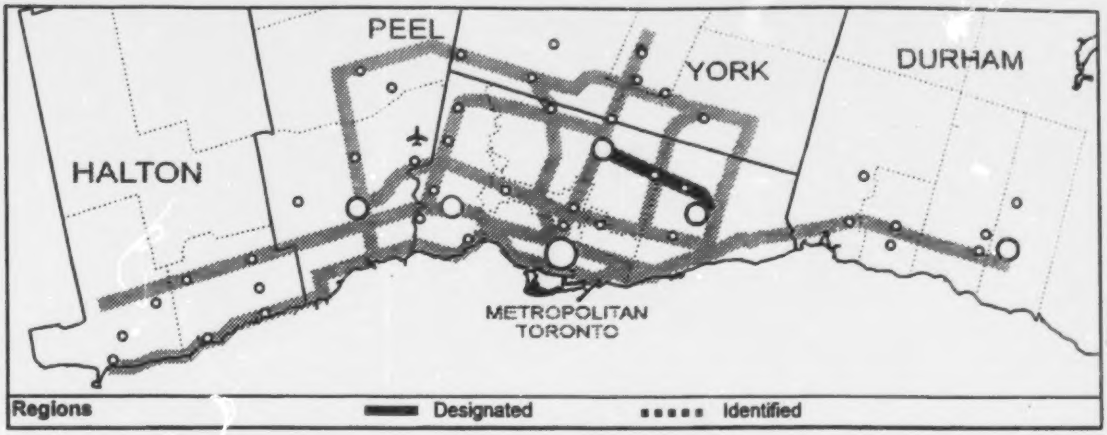

PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Area Municipalities
Designated
Identified
Nodes
Corridors
5
0
5
10
15 Km

Exhibit 24:

6. Sheppard Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Regions
Designated
Identified

Corridor: Designated, Identified or Classified

Metro	Designated / Identified	Metropolitan: Corridor / Rapid Transit
North York	Designated (partial)	Arterial Corridor Area
Scarborough	Identified	High Activity Corridor

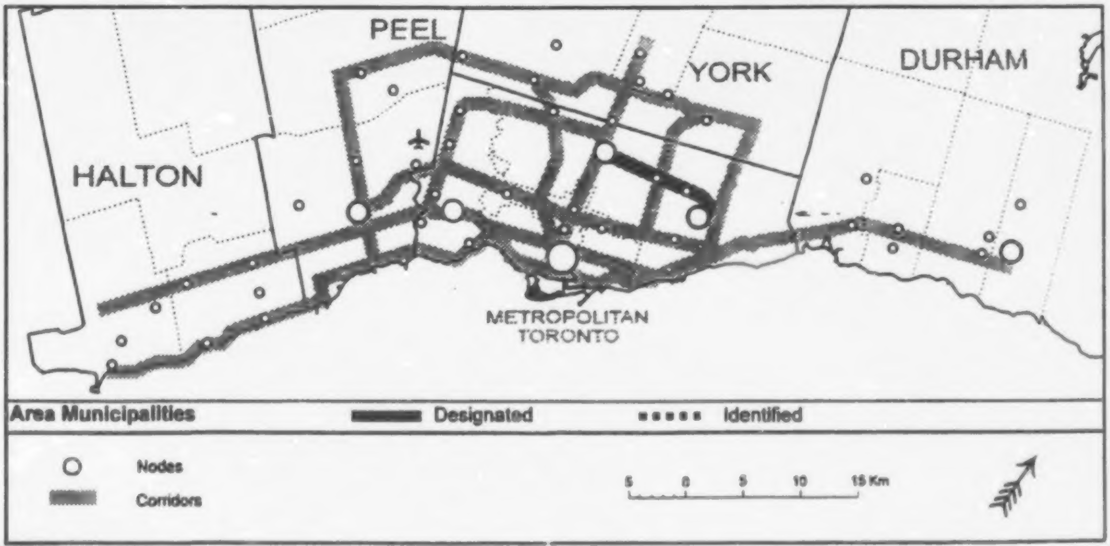
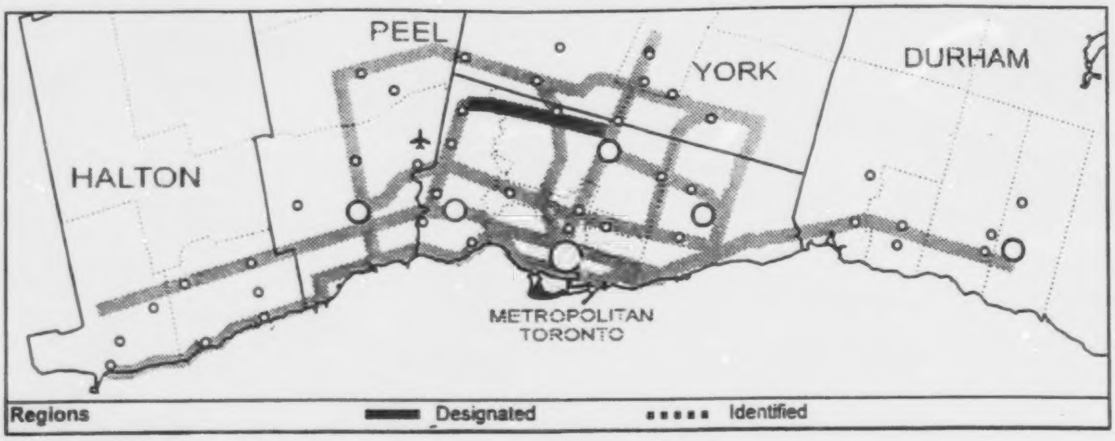

PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Area Municipalities
Designated
Identified
Nodes
Corridors
5
0
5
10
15 Km

Exhibit 25:

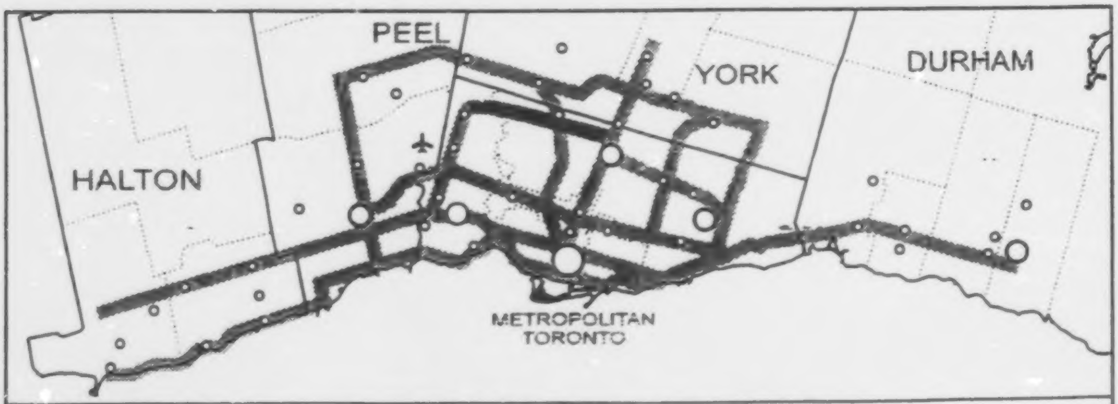
7. Finch Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN
TORONTO

Regions ▬ Designated ▪▪▪▪▪ Identified

Corridor: Designated, Identified or Classified

Metro	Designated (partial)	Metropolitan Corridor
Etobicoke	Designated	North-West Transit Line
North York	Identified (partial)	Arterial Corridor Area


PEEL
YORK
DURHAM
HALTON
METROPOLITAN
TORONTO

Area Municipalities ▬ Designated ▪▪▪▪▪ identified

○ Nodes

▬ Corridors

5 0 5 10 15 Km

3) University-Spadina-Dufferin corridor

This corridor meets one of the key tests in that there is already a subway from downtown Toronto to Downsview. Significantly, however, Metro does not designate this line as a corridor on its urban structure map, presumably on the basis that there is no continuous mixed use development occurring along the length of the corridor. Nevertheless, Metro designates the section of a future extension of the subway to York University as a corridor. York Region identifies extension of this line into Vaughan. The local municipality identifies the same corridor as a Higher Order Transit Corridor Study Area.

4) Dundas/Highway 5

Highway 5 is not designated on the urban structure maps of either Halton or Peel. The road is identified as a transitway/busway in the Halton plan, although Peel does not provide the logical connection in its own official plan. Within Halton, Burlington identifies the westerly end of the corridor as a Regional busway, but the corridor is not acknowledged in the Oakville plan, even though the corridor contains two designated nodes (Oakville Uptown Core and Palermo). Part IV of the Halton plan nevertheless identifies connections to the Mississauga Transitway as the first priority in developing a high order transit service network in Halton. Sections of Highway 5 have been designated as Mixed Use Activity Areas and Medium/High Density Residential. The Halton plan also identifies a Transitway/Busway corridor on its Functional Plan of Major Transportation Facilities (along the alignment of the proposed extension of Highway 403) but it does not link any designated nodes.

The section of the Dundas/Highway 5 corridor in Peel is also dealt with inconsistently. Peel does not designate corridors in its urban structure map on the basis that transit is operated by the area municipalities but does identify transit corridors on a Higher Order Transit Map (which is part of the Official Plan). Mississauga designates a short section of Dundas (the continuation of Highway 5) east and west of Highway 10, this is inconsistent with Peel's identification of this corridor for Major Bus Transit. The preference in Mississauga appears to be to promote a transitway from the Eglinton corridor along 403 linking the Mississauga City Centre west to Halton.

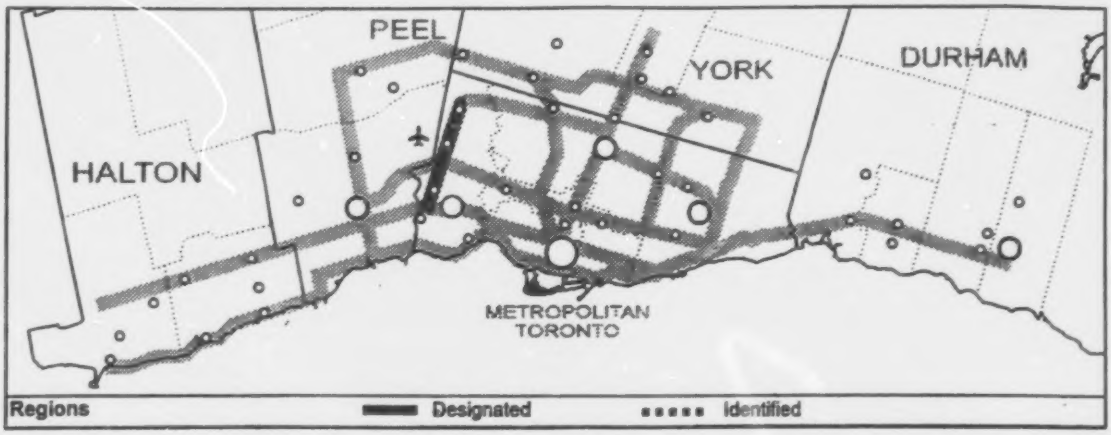
Connections with the corridor in Metro are also tenuous. Metro designates the length of Bloor/Danforth as a Metropolitan Corridor as far as Etobicoke Centre. The link to the Sherway node is only identified on the Rapid Transit map. By separating the transit function from the development corridor function, in presenting the urban structure, Metro misses the opportunity to underline the essential linkage role inherent in urban structure mapping. The uncertain future of Sherway as a development node, which would be the principal beneficiary of extending the subway, is revealed in the fact that Etobicoke has approved two plans, one reflecting the potential of the centre with the subway and one without.

5) Eglinton corridor

The future of this corridor is clearly linked to the Dundas/Bloor corridor described above in that momentum appears to be with the Mississauga Transitway. This is identified by the Region of Peel on its Higher Order Transit Map and designated in Mississauga's Official Plan, and in Metro (where it is identified as a Metropolitan Corridor), Etobicoke has designated the west section of this corridor as the

Exhibit 26:

8. Hwy 427 / 27 Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Regions
Designated
Identified

Corridor: Designated, Identified or Classified

Metro	Designated / Identified	Metropolitan: Corridor / Rapid Transit
Etobicoke	Designated	Major Transit

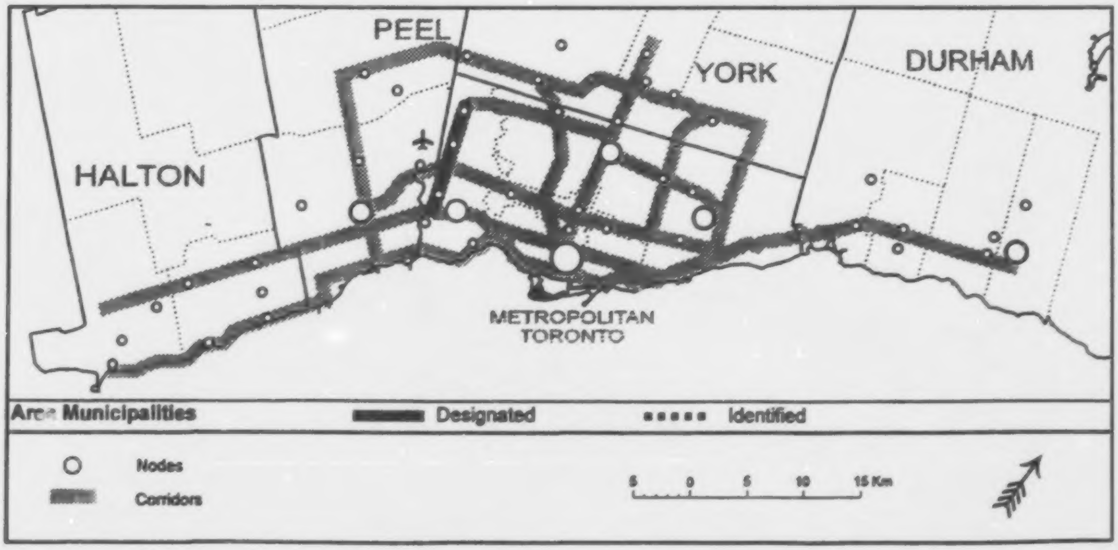
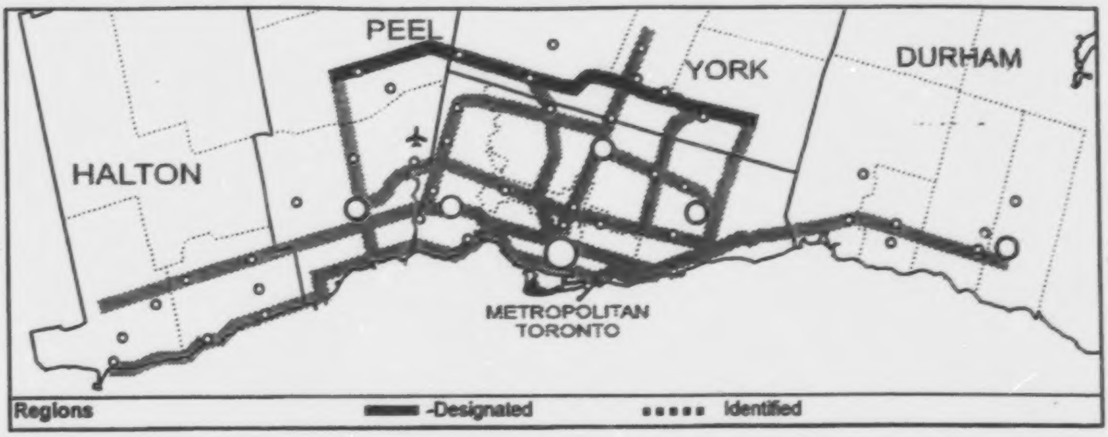
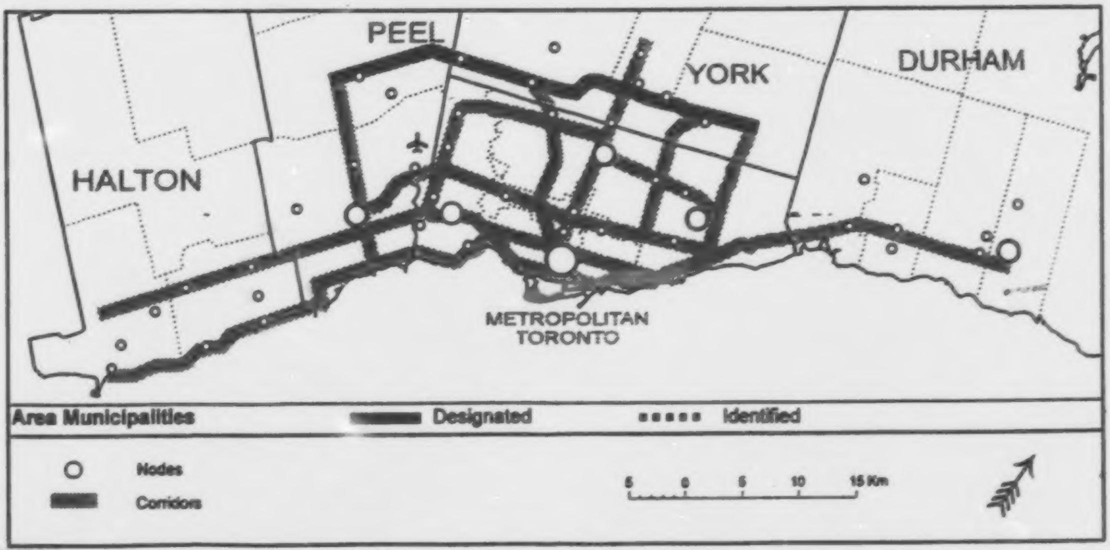

PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Area Municipalities
Designated
Identified
Nodes
Corridors
5 0 5 10 15 Km

Exhibit 27:
9. Hwy 7 Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Regions
-Designated
Identified

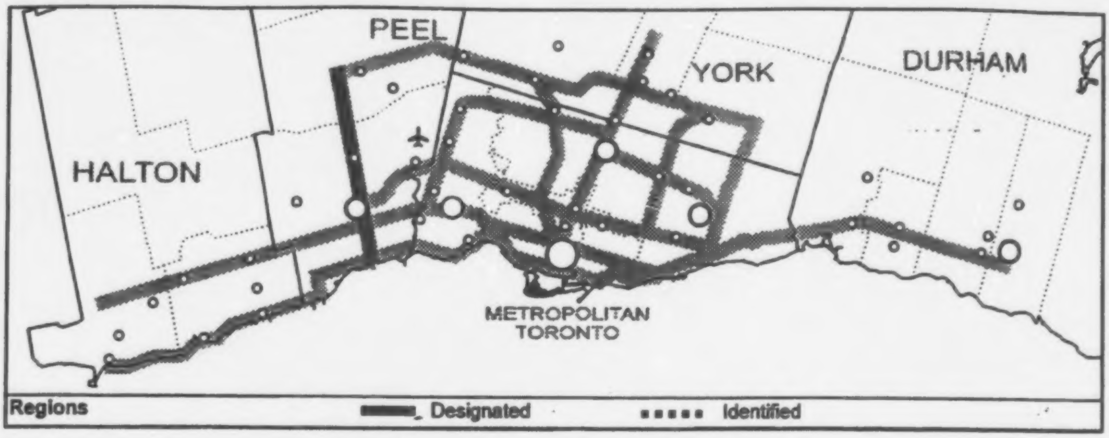
Corridor: Designated, Identified or Classified

Peel	Identified (partial)	Major Bus Transit Corridor
Brampton	Designated / Identified	Corridor / Man-Made Corridor
York	Designated	Regional Corridor
Vaughan	Identified	Higher Order Transit Corridor Study Area
Richmond Hill	Classified	Arterial
Markham	Identified	Activity Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Area Municipalities
Designated
Identified
Nodes
Corridors
5
0
5
10
15 Km

10. Hwy 10 / 410 Corridor

Exhibit 28:


PEEL
YORK
DURHAM
HALTON
METROPOLITAN
TORONTO
Regions
Designated
Identified

Corridor: Designated, Identified or Classified

Peel	Identified	Major Bus Transit Corridor
Brampton	Identified	Conceptual Rapid Transit Alignment
Mississauga	Designated	Major Transit Corridor

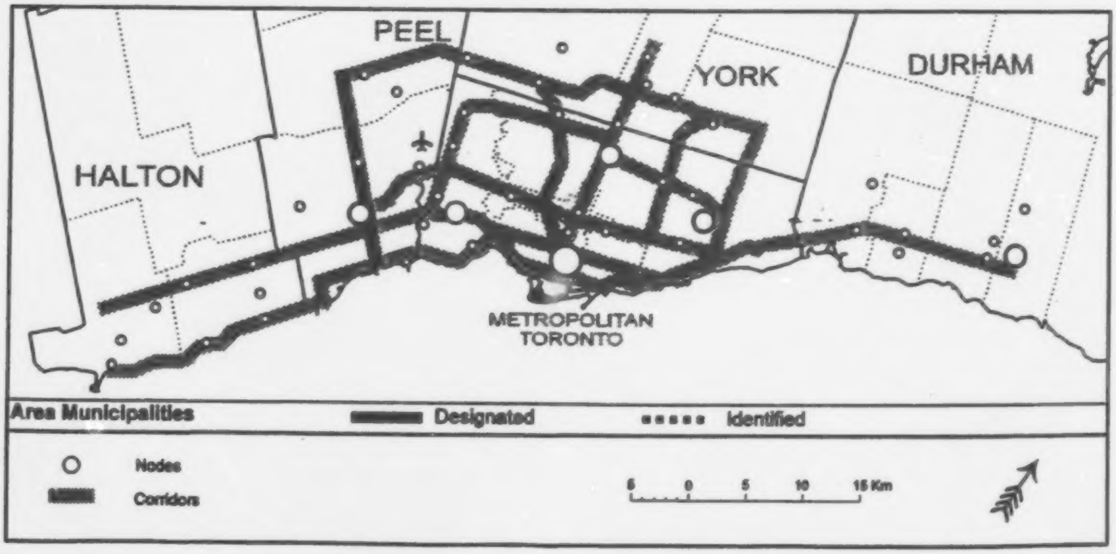
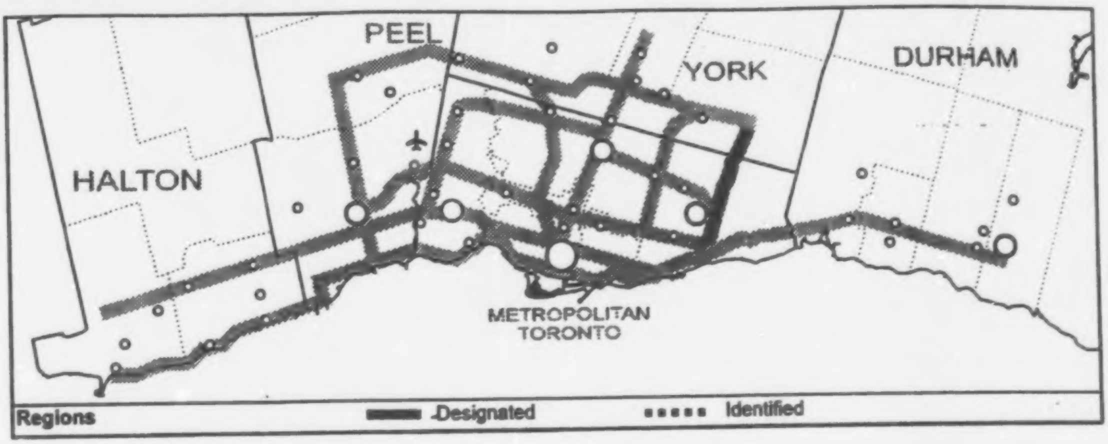

PEEL
YORK
DURHAM
HALTON
METROPOLITAN
TORONTO
Area Municipalities
Designated
Identified
Nodes
Corridors
5 0 5 10 15 Km

Exhibit 29:
11. Markham Road Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Regions
Designated
Identified

Corridor: Designated, Identified or Classified

Metro	Identified	Metropolitan Rapid Transit / Transit Corridor
Scarborough	Not Designated	

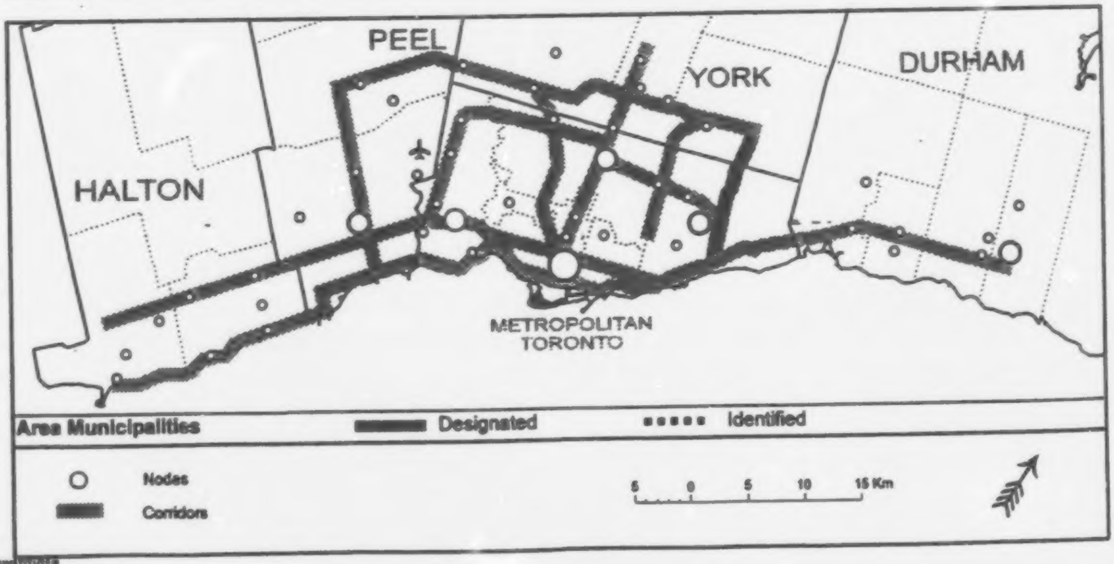
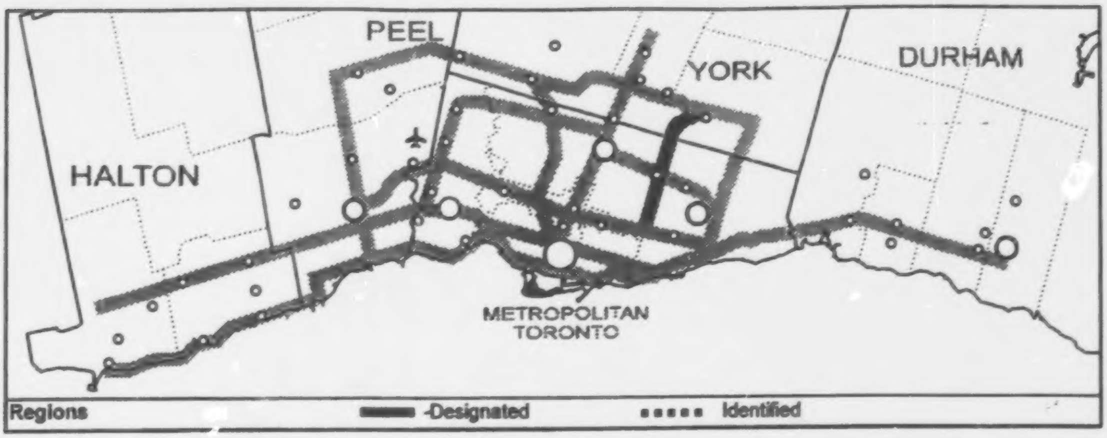

PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Area Municipalities
Designated
Identified
Nodes
Corridors
5
0
5
10
15 Km

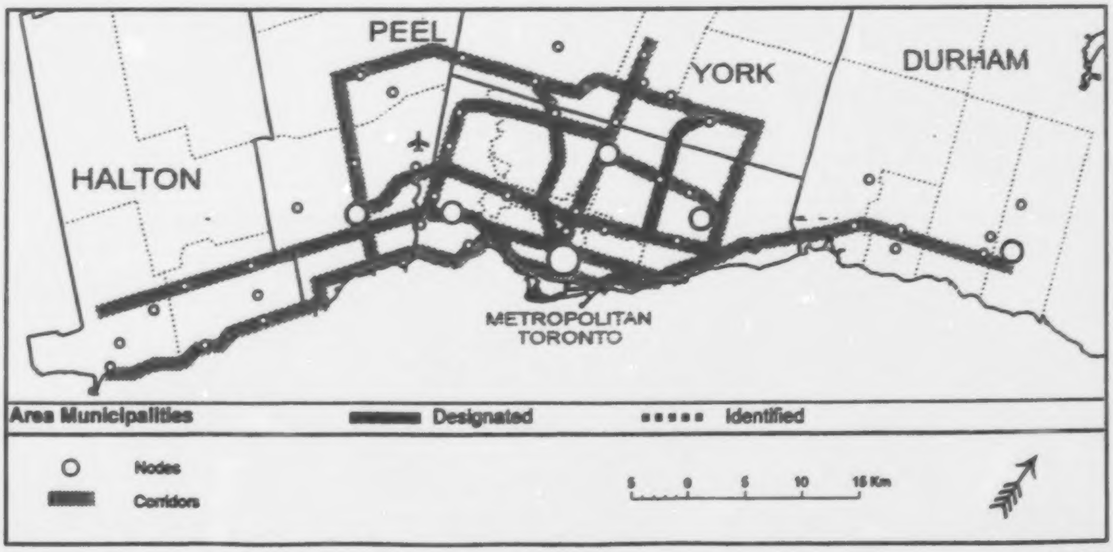
Exhibit 30:

12. Hwy 404 / Don Valley Pkwy Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Regions
-Designated
Identified

Corridor: Designated, Identified or Classified

Metro	Not Designated or Identified	
North York	Classified	Expressway
York	Classified	Regional Arterial
Markham	Identified	Activity Corridor


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Area Municipalities
Designated
Identified
Nodes
Corridors
5 0 5 10 15 Km

Eglinton Transportation Corridor. An unresolved issue in this area is preserving the potential to link to Pearson Airport. As well, since the cancellation of the Eglinton subway, the option of proceeding with a bus link along the entire length of the corridor appears to be more affordable than the rapid transit option.

6) Sheppard corridor

The Metro Official Plan designates this corridor from North York City Centre (Yonge Street) to Markham Road but the extension to Scarborough City Centre is only identified on its Rapid Transit map. North York, after many years of introspection, has produced a secondary plan for mixed use development for the corridor from Yonge to Don Mills/Highway 404, the limit of the subway currently under construction. Original plans had called for the subway to reach as far as Victoria Park (taking in Consumers Road) and eventually to Scarborough City Centre. At this time, neither the North York nor Scarborough official plans have specific land use designations to support the subway beyond its current terminus.

7) Finch corridor

The Metro designation for the Finch corridor links York University to the Rexdale node as a Metropolitan Corridor. This alignment is only acknowledged in the Etobicoke Official Plan, but is not dealt with in the North York's Urban Structure, but this is not dealt with in the North York urban structure in terms of linking to York University.

8) Highway 427/Highway 27 corridor

The Metro designation for a small section of this corridor does not link the nodes identified in this area. The continuation is provided by identification on the Rapid Transit map. Etobicoke, on the other hand, designates the entire section of the corridor for Major Transit. The need for a consistent designation is extremely important in this area because the physical form of the street pattern is complex, with Highway 427 providing the principal highway function, with development oriented to the West and East Mall roads.

9) Highway 7 corridor

The Highway 7 corridor is designated in the York Official Plan as a Regional Corridor across its entire length, linking as many as five nodes (as identified in the GTA vision). It is also identified as a Transitway. The alignment of Highway 407 is also noted. It coincides with a broad band that had been identified in 1978 in conjunction with the Parkway Belt West plan in 1978. Highway 7 has recently come under the jurisdiction of the Region, following devolution from the Province. The Peel plan does not designate corridors, so the continuity is lost at the border between Peel and York. A section of Queen Street (the continuation of Highway 7) is identified as a Major Bus Transit Corridor. At the area municipal level, there are five different approaches in the corridor. Brampton has adopted the Queen Street secondary plan, with the remainder identified as a Man Made Corridor. In York, Vaughan identifies its section of the corridor as a Higher Order Transit Corridor Study Area, Richmond Hill has not dealt with it, and Markham has identified Highway 7 as an Activity Corridor. Across the length of the corridor, several community plans contain policies dealing with transit access and development, usually only for one side of the highway. (See section on corridor studies for more detail on future plans.)

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10) Highway 10/410 corridor

Peel identifies Highway 10/Highway 410 linking Brampton core and Mississauga City Centre as a Major Bus Corridor through to the Lakeshore Road. Brampton identifies its section of Hurontario as a Conceptual Rapid Transit Corridor, while Mississauga designates the highway as a Major Transit Corridor. In addition to transit-supportive policies in the plan, Mississauga undertook the Hurontario Streetscape Study, which contains special urban design guidelines for the corridor.

11) Markham Road corridor

A short section of this corridor is identified in the Metro plan as a Metropolitan Rapid Transit Corridor. Secondary plans for development on the east side of Markham Road have provided for the potential to extend the LRT north from Scarborough City Centre.

12) Highway 404/DVP corridor

A short section of this corridor is identified in the York plan as part of a Regional Transit Grid (trunk route). The same section is referred to in the Markham Transportation Planning Study as an Activity Corridor. This section of Woodbine Avenue flanks a flourishing business park.

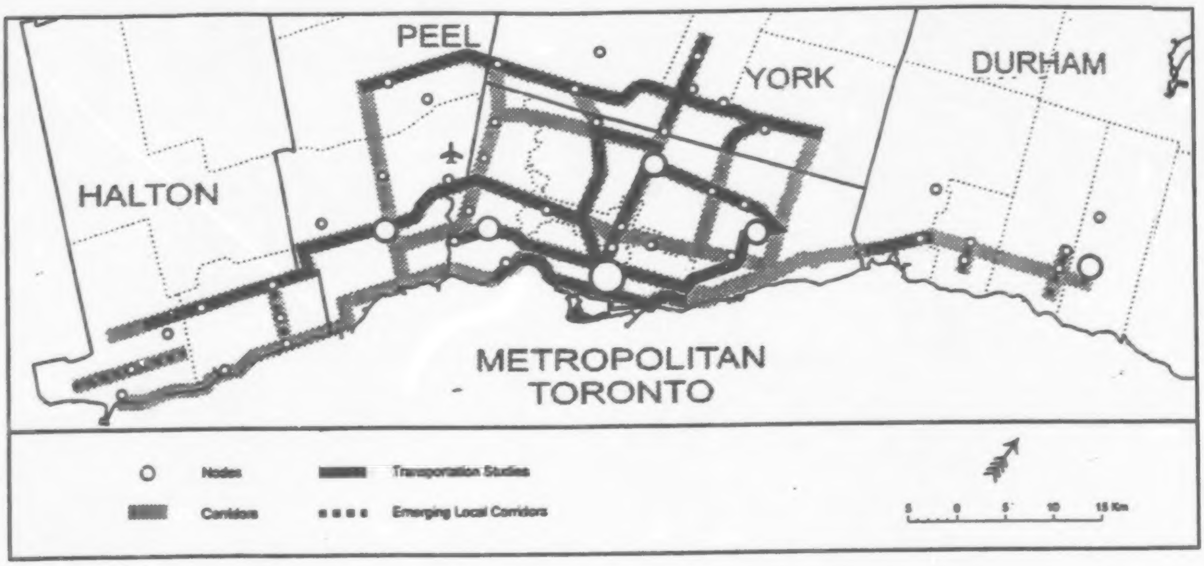
Summary

This analysis suggests that corridors are not being dealt with effectively in the GTA at the present time. There are numerous inconsistencies between regions and among the municipalities within each region with respect to the approaches taken to corridors. Until this situation is rectified, the urban structure concept is deprived of some of its principal strength. Not all the regions designate corridors as part of their urban structure. Where they do, unnecessary distinctions are made between the transportation function and the development role. As a result, the strategic benefit of illustrating the corridor's linkage role is missed. Although there are policies to encourage corridor development in both the regional and area municipal plans, they lack consistency and comprehensiveness. There is no consensus on how to approach the potential conflict arising from addressing major roads as traffic conduits versus developing an interesting street frontage that is likely to encourage pedestrian activity and easy access to transit. In terms of addressing the key issue of potential Rapid Transit Service by the year 2031 there is a need for more consistency in designations and other means of illustrating and identifying long term plans to facilitate the development of high order transit.

Are additional corridors emerging?

Not unexpectedly, the corridors identified in the GTA vision appear to be the same ones designated (or identified) in various regional plans. One exception is the 403 transitway corridor linking Metro and the Mississauga City Centre. Although the southerly corridor of Highway 5/Dundas may develop as a local corridor, it appears that its significance as a regional corridor is superseded by the 403 in view of the commitment to establishing a transitway in that location. Additional links and local corridors are identified on Exhibit 31 (Transportation Studies and Emerging Local Corridors). Studies related to interregional

Exhibit 31: **Transportation Studies & Emerging Local Corridors**


PEEL
YORK
DURHAM
HALTON
METROPOLITAN
TORONTO
Nodes
Transportation Studies
Corridors
Emerging Local Corridors
5
0
5
10
15 Km

transit using the 407 have been made, but no commitments have yet been made to proceed with implementation.

A key aspect of this analysis is that a large number of nodes (regardless of whether they match criteria for Intermediate or regional status) are located within the corridors identified in the GTA vision. Some 41 of 47 nodes in the GTA are located in a linear pattern. This includes two short locally oriented north-south linear concentrations in Halton and Durham. Since transit service already exists in some form, development of nodes over time may well enhance their evolution into corridors.

What steps have been taken with respect to urban design for corridor development?

This section summarizes urban design initiatives related to corridors. Within corridors, there are many nodes with urban design guidelines or policies, but relatively few initiatives aimed at corridors per se.

- Oakville has initiated the Trafalgar Road Corridor Strategy. An urban design inventory has already been completed.
- Burlington's Official Plan (III, 5.3.2 g) requires "transit supportive and pedestrian urban design" in mixed use corridors. Portions of Highway 5 have been designated as mixed use activity areas and medium to high density residential.
- Mississauga's "Hurontario Streetscape Strategy" contains urban design guidelines.
- Brampton's "Central Commercial Corridor Study-Secondary Plan" contains urban design guidelines, complete with axiometric, two and three dimensional sketches.
- Toronto's Official Plan provides for the potential to adopt urban design guidelines to assist with implementation of development.
- North York has indicated its intention to develop urban design guidelines to assist with implementation of the Sheppard corridor. Earlier studies produced sketches to illustrate development proposals. The Central Finch corridor west of Yonge to Bathurst contains urban design policies and guidelines. The City Centre also has urban design policies for a section of the Yonge Street (Uptown and Downtown) corridor.
- Etobicoke's Central/Western Lakeshore Secondary Plan contains urban design guidelines for the corridor.
- York's City Centre secondary plan contains urban design guidelines for a section of Eglinton Ave.
- East York's section of Eglinton contains some very general urban design policies related to height and setback.
- Section 2-6 of Scarborough's Official Plan provides urban design guidelines dealing with streetscapes and transit, although these are not site specific.
- The York Region plan contains a three dimensional illustration of generic corridor development.
- Markham's Central Area secondary plan contains urban design guidelines for the Highway 7 corridor.
- Pickering's "Downtown Core: A Land Use and Urban Design Study" outlines plans for transforming Highway 2 (Kingston Road) into a Mainstreet with a downtown character. As well, the town and the Region of Durham have collaborated on "Kingston Road Corridor Study", due to be released in late 1997
- Oshawa's City Centre Plan contains three dimensional drawings and artist's sketches that illustrate development plans for sections of Highway 2.

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- Similarly, Whitby's Downtown Secondary Plan contains urban design policies applicable to development on Highway 2.

Summary

It would appear that if consistency could be achieved among official plans, the growing inventory of urban design initiatives has potential to make a positive impact on the quality of urban design in corridors in the GTA, and ultimately to improve the level of transit and pedestrian access.

What impact will the numerous corridor studies undertaken in the GTA have on the development of corridors?

The observations captured below reflect highlights from recent studies:

- The Region of Halton Transit Opportunities Study highlights the qualitative aspects of improving transit usage. The range of urban design ideas, both generic from other communities and specific to the Halton situation, provides a valuable compendium of insights for specific improvements. The study also identifies population and employment related to transit potential on a node by node basis.
- A report prepared for Burlington Transit suggests that private services offered by education, social and health services fragment the market for fixed route services. A willingness to consider new models such as providing service in ways typically associated with special needs service can be instrumental in building support for local transit.
- A study on Burlington's Mixed Use Corridors cites the need to enter into a dialogue with the development community to make a direct link between viable mixed use projects and improved transit usage.
- A multi-disciplinary study carried out for the Trafalgar Road Corridor boldly acknowledges that not all transportation problems can be solved by transit. This emphasizes the need to present realistic plans that do not require people to give up car use in order to make transit work.
- The Brampton Central Commercial Corridor Study that led to the adoption of a secondary plan for the Brampton node/Queen Street corridor is one of the most comprehensive studies reviewed. It builds a persuasive case for the need to identify a broader area for corridor planning than simply dealing with frontages on the main arterial road that forms the spine of the corridor. A key tool used in this study was 3-D visualization, which enabled planners and the public to deal effectively with large geographic areas at an appropriate scale for meaningful discussion.
- The Mississauga Transitway Environmental Assessment presented options for creating a new regional scale busway that advanced the planning for a key element of the future transit network. In doing so, Mississauga elected to support a scheme that focused on the City's objectives for local building transit usage that also contemplated strong reverse flows from Metro into Mississauga.
- The Highway 7 Corridor Study proposes a strategy to build on the potential of the corridor while recognizing its constraints. By focusing on the distribution of population and employment along the corridor, the consultants were able to estimate the potential for transit ridership, which, because of the uneven base would result in considerable fluctuations along the corridor. The "string of pearls" concept proposed is predicated on promoting large numbers of short trips from residential to employment concentrations a long length of the corridor. The consultants argue that the opening of 407 presents a short window of opportunity to transform the use and perceptions surrounding Highway 7. (Anecdotal

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reports suggest that developers are already beginning to lobby for reduced speed limits on Highway 7 in order to support their development plans.) By using 407 to provide inter-regional transit service and 7 as the focus for more locally oriented trips, the study suggests that Highway 7 could become "a multi-purpose street." The study highlights the need to address the transition from rural to urban cross-sections, as well as recognizing the variety of conditions along the length of Highway 7, including the need to plan high density apartment complexes to allow pedestrian access through sound berms.

- The York Region HOV/Rapid Transit Study calls attention to the limited capacity of the region's roads to accommodate current trends. The HOV network proposed serves the dual purpose of making existing transit work more efficiently and making it more attractive for car users to carry passengers, particularly during peak periods. York has already taken steps to implement this plan.
- A review study of Langstaff Gateway confirms the potential for the node to act as a transportation interchange. Regrettably, Provincial support for relocating the GO station has apparently waned with the adoption of the Bayview Glen secondary plan coupled with land use proposals of the principal land owner which undermine the concept of building a new bus facility, GO parking and a future transitway.
- The Markham Transportation Study also raises strong concerns about impending problems related to auto-use. Complementing recommendations in several other reports conducted in the vicinity, the study cites the low risk and high reward associated with instituting higher order bus service along an HOV network on Highway 7. The study acknowledges the Markham urban structure.
- Two recent corridor studies focusing on transit strategies for 7/407 carried out for York and MTO/York provide additional evidence of the need and potential of enhancing transit in the corridor.
- Richmond Hill Transit commissioned a Strategic and Operational Policy study. Among the recommendations is a call for the introduction of flexible route service and a suggestion that there is potential to take over GO's Yonge Street service.
- Although outside the study area, a recent urban design/transportation study prepared for the Newmarket node is also noteworthy. Relying heavily on public consultation, the study provides a comprehensive set of strategies to improve the aesthetics and improve pedestrian access throughout the corridor, particularly to overcome the problems associated with large sites fronting on Yonge Street in order to provide permeability through the streetscape.
- Among studies undertaken in Metro, the Revitalizing Long Branch project stemmed from Metro's policies on reurbanizing corridors through its Main Streets program. Among the dozens of recommendations for the corridor as a whole is a suggestion to focus on improved comfort for transit users waiting in shelters as a means of solidifying the role currently played by transit in this community. The transportation assessment component of the study stressed the need to resolve safety and parking issues. The Sheppard East Subway Corridor Secondary Plan also highlights how the difference in corridor planning in Metro versus the outlying regions. A key aspect of the adopted plan is the commitment made to monitor transportation, sewage and water, and community facilities as development takes place around subway stops.
- The Kingston Road Corridor Study on Highway 2 in Pickering focuses on strategies to make the transition from rural to urban cross-sections and related site planning issues.

From this sample it can be seen that considerable effort has been expended on studying corridors, particularly in the outlying regions. Though methodologies differ, the common denominator in these areas is the challenge of fostering an appropriate and receptive environment for transit-oriented development. Strategies range from education to site planning. Although the benefits of involving the development community as well as the general public in pushing for improvements seem obvious, it will take reports of

Exhibit 32: Role of Transit Authorities

Transit Authorities

Transit System	Role / mandate	Operates under Authority of / Reports to:	Role of Transit Authority in OP Policy	Role in Development Applications	Involvment in Corridor Planning	Recent Corridor Plan	Transit Used to Promote Development	Current Modal Split	Targets Modal Split in OP	Criteria for Establishing New or Upgraded Transit Service
Burlington	Local	City of Burlington - report to Council through Community & Corporate Services Committee	Actively participate in planning policy development	All development applications circulated for comment.	Yes	Plains Road Corridor Study	No - but try to sell the idea to developers	2.2%	Target of 20%. at "mature state"	Defined by "Service Review & Ten Year Transit Strategy", January 1996 - & Ontario Urban Transit Assoc. - industry standards
Brampton	Local	City of Brampton - Works & Transportation	Set policies in conjunction with Works	All development applications circulated for comment	Yes	Queen St Corridor Study	Yes - companies wanting to relocate are demanding transit service	6%	Target of 30% by 2021	Policies in Secondary Plans
Richmond Hill	Local	Town of Richmond Hill - Transportation & Works	Comments on OP drafts	All development applications circulated for comment.	Yes	On Working Committee for Hwy 7/407 Study	No - more a response to development	8-10 %	Target of 33% by 2025 (York Region target)	Transit Service Standards & Planning Design with the Operation Review - updated every 5-8 years
Oshawa	Local	City of Oshawa - Oshawa Transit Commission (operated by the Oshawa Public Utilities	No OP review since OTC became a commenting agency in 1996	All development applications now circulated for comment	No corridor planning since became commenting agency in	N/A	N/A	* 6%	No Targets	1) surveys of residents to determine need 2) minimum 30% revenue/cost return for 1rst year, 40%
TTC	Regional	Metropolitan Toronto - through a Board of Commissioners made up of 7 Metro Councilors	Comments on Draft OP's	All development applications circulated for comment	Limited consultative role	Input on transit design for some main streets	"yes regrettably" "transit should not be used to make developers rich"	* 28%	Metro OP Modal Split Targets of 50% include transit, walking & cycling trips - currently 38%	Defined by "Services Standards Processes", 1977
GO	Inter-Regional	MOT, through the Toronto Area Transit Operating Authority (TATOA)	Decreased input to OP policy due to staff cutbacks and completion of OP reviews. However GO has input on	Comments on development applications near rail lines, existing and proposed GO stations	Yes	On Steering Committee for Hwy 7/407 Study	"historically there is little evidence of nodes being built up due to strategic location of GO	* 2%	No - only a comment on the lack of credivalidity of modal split targets	As much service as funding will allow - there is latent demand for GO Transit

* Transportation Tomorrow Survey - 1991 data

positive experiences followed by implementation to make a difference over the long run. The studies currently focus on specific sections of corridors and are heavily influenced by the jurisdiction of the client, rather than taking a broader perspective. The planning process needs to undergo a transformation that will provide more than a framework for further studies. At present, studies result in recommendations for a piece of the puzzle. It is not always clear how these recommendations fit into the bigger picture.

What role do transit authorities play in the development of the urban structure?

A key expectation of the Working Group on Urban Form was that the expertise of transit authorities would be utilized in the process of developing the urban structure. This cooperative approach was intended to complement the process of establishing the policy basis to promote more transit-supportive land use. In addition to making progress on physical planning through building more intensely, and overcoming challenges related to site planning and transit access, the Working Group identified the need for seamless service across municipal boundaries, integrated fares, and coordinated capital and infrastructure planning.

Some progress was made in June, 1993 with the establishment of the Transit Integration Task Force. Their report was released in the spring of 1994, and led to publication of a single route map for the GTA. "Beyond the Periphery," released in 1993, succinctly summarized the challenges facing the transit industry in terms of overcoming practical barriers to improving service.

To put the challenge of improving transit usage into perspective, it should be noted that overall transit usage in the GTA is heavily skewed by the ridership achieved by the TTC and GO. These two agencies account for more than 80% of all transit trips. The sum total of ridership among the other 14 local transit agencies accounts for less than 15% of all other transit trips. According to the Transportation Tomorrow Survey, auto use continues to increase and transit usage continues to decline. In addition, transit subsidies from the Ministry of Transportation to municipal transit agencies have been declining steadily in recent years and as of 1998 will cease to exist. This will place responsibility for municipal transit service squarely on the shoulders of the municipalities. The following review is based on interviews with a selected local transit authority from each region. As discussed earlier, the challenge of achieving significant improvements in transit delivery at the policy level is exacerbated by a division of responsibilities between regional and area municipal jurisdictions with regard to control over arterial (regional) roads. The following summary suggests that a more consistent approach is also needed across the GTA with respect to transit delivery (see Exhibit 32). We were interested in the following questions:

- the reporting relationship of the transit authority
- role of the transit authority in developing official plan policies
- the role with respect to development applications
- the role with respect to corridor planning
- the strategic stance of the authority regarding the role of transit in promoting transit-oriented development
- criteria for establishing new or enhanced transit service.

Based on the small sample, we did not reach any conclusions regarding the impact of the reporting relationship, since the key variable appears to be the availability of funding from the province. However, in view of the impending increased reliance on municipal funding, the significance of the reporting

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relationship could well become more significant. In this regard, the experience of Oshawa Transit is instructive. Until recently the authority reported to the public utilities commission. Following a reorganization and transfer to direct control of the City, Oshawa chose to eliminate capital spending in 1997, pending an evaluation of the future of transit service in that community.

In terms of meeting cost recovery requirements, the ability of local transit authorities to generate ridership is limited when another authority performs the trunk service role. We also received comments regarding the lost potential to build ridership as a result of artificial restrictions with respect to cross-border travel.

In the outlying regions, the role of transit authorities in the development of official plan policy appears to be increasing, although a larger interview sample would be required to explore this observation more thoroughly. Burlington Transit indicated that their transit authority plays an active role in policy development. All development applications are circulated and there has been active cooperation and participation in joint corridor studies. Richmond Hill and Brampton reported similar levels of involvement, with the exception that Brampton Transit's interaction takes place with the works department rather than planning. Oshawa, on the other hand, has only recently begun to be consulted on development applications, and other involvements have not yet started to occur.

The two largest transit agencies, TTC and GO, rate their level of involvement somewhat lower. TTC suggests that the Commission only has a limited consultative role in corridor planning. Because the TTC has significant planning resources of its own, the level of independence from the Metro Corporation is atypical in the GTA. In the case of GO, however, it was felt that staff cutbacks have affected the level of interaction between GO and municipal planners. Although GO remains active in the joint planning of gateway sites, the opportunity to achieve a number of the proposed GO station relocations has been severely constrained in the recent past.

Brampton recognizes the importance of transit service for potential development interests and works with Brampton Transit to accommodate enquiries and specific requests regarding the availability of effective transit service.

With the exception of TTC, GO and Mississauga Transit the current levels of modal split around the GTA are below 10%, so that any increases in ridership will be marginal in overall terms. Although the relationship between population and employment density and the ability to support transit service has been well documented, it is the latter that appears to be the driving force in establishing transit demand.

In terms of establishing new or upgraded transit service, the need to meet minimum levels of cost recovery reduces the incentive to establish transit services in the early stages of development. As we move to a situation where Provincial subsidies are no longer available, it is not yet known what stance will be taken by municipalities required to subsidize 40c on the dollar or more to maintain service.

3.5 What steps have area municipalities taken to support their commitment to establishing an urban structure of nodes and corridors?

The Working Group on Urban Form indicated that a key role for area municipalities was to provide the basis for "bringing the concept alive." Attention to urban design is clearly a key tool for achieving the kind

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of physical environment that facilitates high levels of activity, an attractive pedestrian environment and transit.

We determined that the presence of urban design guidelines, for both nodes and corridors, is a useful indicator of a municipality's interest in promoting development in accordance with a vision of compact urban development. Illustrated urban design guidelines enhance the approvals process and fosters understanding on the part of the general public. The characteristics we were looking for included design strategies supportive of transit use, pedestrian circulation and access, and appropriately scaled mixed use development.

We found that all municipalities have dealt with urban design in one way or another. Slightly more than half of the 17 area municipalities have incorporated general urban design policies into their official plans and three have published stand alone guidelines. The majority (15 of 17) have incorporated area-specific urban design policies into their secondary plans for nodes. Relatively few municipalities have dealt with urban design on a corridor basis (see previous section). Some municipalities have taken the extra step of preparing sketches or three dimensional drawings or concepts to illustrate how urban design policies might be implemented.

Another influential suggestion made by the Working Group on Urban Form was that the existing standards of development should be challenged as a means of reducing unnecessary cost and in some cases improving aesthetics. The Province pursued this initiative and published "Making Choices - Alternative Development Standards" in 1994. The potential for applying these reduced standards in higher density areas has not been explored. This represents a missed opportunity. Alternative Development Standards are still relatively new, and to date are typically being implemented in lower density residential subdivisions. Municipalities in the GTA adopting the new standards include Ajax, Markham and Oakville.

3.6 Are municipal capital works plans consistent with and/or supportive of the process of developing the structure of nodes and corridors?

An additional expectation flowing from the provincial-municipal working groups was the issue of coordinating priority setting at the provincial, regional and area municipal level. At the time of writing, the Province has received a report from a special advisor concerning the establishment of a Greater Toronto Services Board, which will most likely be charged with the responsibility (among other things) of setting infrastructure priorities at the GTA scale.

As indicated earlier, only the regions of York and Metro explicitly address the issue of setting capital priorities in support of the urban structure in their official plans, and even these policies are quite vague.
We also looked at the performance of the regions and area municipalities with respect to their multi-year capital works programs but could find no examples of priority setting for capital works generally or with respect to the urban structure per se.

The Halton Capital Plan used small maps to good effect as a means of illustrating the location of individual capital projects. This approach could easily be adopted as a tool for promoting awareness of the urban structure.

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It should be pointed out that only a proportion of the capital works undertaken by regional and area municipalities outside of Metro is financed exclusively from the tax base. There is significant reliance on recovering or financing development through development charges. This means that the priorities that the development industry places on the direction and form of development may receive greater weight. Although planning for sewer and water infrastructure projects tends to be on a municipality-wide basis, road construction (and related transit and HOV initiatives) can be specifically targeted to development areas. We emphasize that this analysis does not suggest that the regions are neglecting to plan strategically, only that they do not make their strategic intentions clear in their key policy documents. We conclude that the importance of achieving a structure of nodes and corridors is not explicitly considered when capital works expenditures are being planned.

A number of multi-region studies concerned with piped service are currently in progress, and the outcome will affect the choices open to any potential Services Board. The Province has also recently completed a complex negotiation with the regions of York and Durham to enable these regions to purchase the remaining debt of the York Durham Sewer System. Both Durham and York recently released reports containing cogent analysis of infrastructure issues directly affecting development of the urban structure to find alternative solutions. Current 5 year capital plans did not address these issues.

Other studies being carried out in the west end of the GTA deal with Peel's excess infrastructure capacity. It would be possible for some of this capacity to be dedicated for the use of York Region. Further west, Halton has been studying how to provide additional water capacity to areas such as Milton. It appears the least costly alternative could be arranged through Peel, although the rate at which this additional capacity would be made available is somewhat slower that the "Halton only" solution. Both of these examples have implications for growth management and both seem to fit the expectation expressed in the GTA vision with respect to avoiding capital expenditures on new infrastructure when existing capacity is already available.

Is there sufficient capacity to accommodate planned development in designated nodes and corridors?

Interview results elicited only a limited amount of information and pertain to the municipality as a whole. According to the interviews, water supply was identified as a constraint in only 12% of jurisdictions (combined the regional and area municipal). Sewer capacity was cited by 40% of municipalities although it was not always clear if the shortfalls were strategic (lack of trunk capacity) or procedural (whereby action was delayed, pending development activity). Transit (in its various forms, including station relocations) was mentioned as a development constraint in 60% of jurisdictions, while 18% cited lack of funding for grade separations as an issue. Earlier studies carried out by the Provincial-Municipal Working Group on Infrastructure noted that there were some capacity constraints in the southwest part of York Region. Solutions to this issue are being discussed through capacity sharing (see above). In addition, more mature areas such as Metro are pursuing intensification strategies without definitive guarantees that sufficient capacity exists. Some shortfalls are expected. As the GTA's infrastructure ages sewer replacement (iron to concrete) becomes an increasingly important issue. The key element of missing infrastructure cited by all municipalities relates to transit, and to a lesser extent, related strategies such as HOV networks.

3.7 Is development occurring in the designated nodes and corridors?

This element of the study proved to be the most difficult to assess, largely because most data is collected on a municipality-wide basis. Furthermore, the development climate is currently changing rapidly, having gone

Exhibit 33: Approvals of housing by node

	Burlington Uptown Core	Burlington Downtown	Oakville Uptown Core	Erin Mills	10/ 401	Rexdale	Park Lane	York City Centre	York University	Yonge/ St. Clair
No. of units	7077	2369	918	7318	442	504	1403	935	193	699
% row or higher	42	21	100	93	100	39	100	100	100	100
% taken to Stage 4	0	0	0	0	87	39	25	9	100	45

	Yonge/ Eglinton	Yonge/ Steeles	Langstaff	Richmond Hill	Thorncliffe Park	Pickering	Mississauga City Centre	Scarborough City Centre	North York City Centre
No. of units	2048	1113	249	1138	42	1973	3536	807	3509
% row or higher	100	99	67	92	100	99	98	100	100
% taken to Stage 4	14	18	0	0	0	4	0	0	80

STAGE 1: Captures applications that have received council adopted official plan amendments (OPA), but which still require additional final OPA approvals from the regional approval authority.

STAGE 2: Captures applications waiting for zoning amendments and plan of subdivision approvals.

STAGE 3: Captures applications proceeding through site plan control and some plans of condominiums.

STAGE 4: Captures units in approved development plans, for which no building permits have been issued.

through an extended slump during the period of time being assessed (1992-7). Interviews with the municipalities provided a narrow sampling over a short time period and when questioned about the receptiveness of developers to the concept of developing compact urban form in the context of nodal development, only nine out of 22 municipalities (including the regions) reported a positive response. A higher proportion (12 out of 17 area municipalities) reported recent development activity in nodes and corridors. Where no activity was reported, four of the five that reported no activity suggested that lack of funding for infrastructure (typically transit) was the key factor. We augmented these findings through discussions with consultants active in the areas of interest and these held the view that there has been little commercial office construction for more than five years in the GTA, and demand for apartments has been low outside of Metro.

In 1994, staff at the Ministry of Municipal Affairs began a creative partnership with CMHC, UDI and the area municipalities in the GTA to establish a data base to track planning approvals. The results are now published annually. The 1996 results suggest that planning approval for housing units in the GTA is roughly evenly divided between singles and apartments. As the economy picked up after 1994, the number of housing starts for singles increased at a faster rate than apartments, so that singles represented 58% of the total housing starts in 1996. The location of apartment unit approvals is heavily concentrated in Peel and Metro Toronto (79%). This suggests that the desire to concentrate high density development in nodes and corridors is most acceptable to the market in locations within and close to Metro Toronto.

An analysis designed to determine what proportion of apartment units being approved in the GTA were located in nodes showed that approximately 10% of all residential units for which approval is being sought are located in nodes. Of that number less than 15% (1.5% of the total) are apartments, furthermore almost all of these units are within Metro. Because of the way the data is collected and aggregated, these findings are not definitive.

When analyzed by node, it appears that although large numbers of preliminary discussions and official plan amendments are being processed for higher density units (row housing, multiples and apartments), developers are proceeding to the final stage of the process almost only in Metro (see Exhibit 33). For example, in the Burlington Uptown Core, 42% of 7077 units were approved but for higher density units no applications for apartments units were being processed through to completion (that is, applying for building permits). In Richmond Hill, 92% of 1138 units were for higher density units and again no applications for apartments units were being processed through to completion, which is the application for a building permit. A similar story is found in Pickering. In contrast, 7,000 apartment units were processed in the Central Area of Toronto. Of these, approximately 1500 were approved to the point that building permits could be applied for. Similar rates of follow-through can be found in other nodes in Metro.

It is dangerous to draw conclusions about trends concerning housing mix based on only one year's data, as patterns of development have historically shifted throughout each economic cycle. However, this analysis of the 1996 data raises questions which require careful monitoring. A Region of Peel report suggested that no more than 20% of residential development should occur within nodes. If this standard is applied to the GTA we note that only 10% of applications being made for apartment development was within nodes and therefore the expectations for the GTA vision were not being met. This analysis underlines the need for specific targets concerning the balance and form of development that should occur in nodes relative to the remainder of the municipality.

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The analysis also suggests that the interest in apartment development is highly focused on Metro at this time and it remains to be seen if the demand for apartments and other forms of high density residential development in other nodes, will grow as the region matures. It appears that the development industry has yet to create a compelling selling proposition that is attractive to large segments of potential occupants who could be attracted to live in the nodes outside Metro Toronto.

This issue of market acceptance is a key one. For residential development, residential choices in the GTA are disappointingly narrow. For families able to afford ownership, there are relatively few choices other than single family dwellings, townhouses and hi-rise condominiums. The introduction of housing options adapted from the west coast and the southern U.S. might offer increased choice.

Similar issues of market acceptance arise with respect to office development. The widespread re-engineering of business processes that has occurred in corporations during the 1990s has changed the demand for office space and the nature of this demand. At this point it is unclear whether the expectations for a large amount of nodal office development, that was inherent in the GTA vision, are realistic.

It is important for those concerned with the future of the nodes and corridors structure to know more about the type of accommodation the market will demand in the years to come in order to understand if developers and business tenants will be buying into the notion of compact, nodal development. If analysis shows that less costly, low and medium size structures are preferred, then the implications for the proposed urban structure will need to be evaluated.

Conclusion

The emphasis of this chapter has been on the municipal role in establishing the policy framework and supporting infrastructure necessary for implementing the GTA vision based on nodes and corridors. The last section of the chapter dealing with private sector response to these policy initiatives, although brief, provides a clear indication that the municipal role will now need to evolve quickly and dramatically. The strong suggestion that private sector acceptance of nodal development is lagging indicates the degree to which the municipal sector will need to institute monitoring procedures. Equally important, however, will be the need to enlist the active support of the private sector to jointly develop and enhance the level of market acceptance. This is addressed in the next chapter in more detail.

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4.0 IS AN EFFECTIVE URBAN STRUCTURE BEING DEVELOPED?

This chapter reviews the expectations for achieving the urban structure and conclusions on the progress being made and discusses the actions necessary to address the issues.

4.1 How much progress has been made toward achieving an urban structure of nodes and corridors?

This section examines two aspects of the progress being made in terms of achieving the envisioned urban structure. First, progress to date is examined against some specific questions. Then the role of various stakeholders is commented on.

The process of establishing an urban structure has only just begun

Like many long-term initiatives, development of an urban structure of nodes and corridors is recognized to be an extremely slow process. As noted by the Working Group on Urban Form, our extensive network of roads, rail lines and various forms of development comprise the current urban structure and what we are really concerned with is amending this urban structure in a way that increases the number of concentrations of mixed use development and strengthens the functionality of the linking corridors. Although it is too early to expect wholesale changes in development and investment practices only five years into the process of implementing the GTA vision, it is important to understand how advanced the structure is today in order to assess progress. To help put this into context, we pose five questions:

A. **Have municipalities changed their basic priorities since 1992 in response to their commitment to implement the urban structure proposed in the GTA vision?**

   In many respects, the answer is "yes." All of the regions have incorporated growth management concepts into their official plans, and all of these official plans to a greater or lesser degree are proceeding to implement an urban structure of nodes and corridors. However, implementing the urban structure is only one of many issues being addressed and it would be difficult to claim that developing a structure of nodes and corridors has priority over other initiatives.

B. **Have investment patterns been redirected by the work on urban structure?**

   It is probably too early to be able to see definitive evidence that investment patterns are reacting to the establishment of a nodal urban structure. Not only has there been a major slow down in development in the past five years but new infrastructure investment has been focused on the Sheppard subway and Highway 407.

   In the case of the Sheppard subway, development interest peaked in the late 1980s in response to earlier efforts at establishing an urban structure within Metro. As a result of delays in proceeding with the subway and lack of progress in proceeding with development plans for the corridor, the public and private investment cycles are currently out of synch.

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With 407, land acquisitions made in response to the potential of the highway were made long ago. It remains to be seen if the demand for improved access across the top of the GTA can be channelled into transit trips through development of the much-discussed inter-regional bus transit service, and if the current round of development interest will be exclusively auto-oriented or whether initiatives such as implementing nodes and corridors can occur soon enough to achieve a meaningful level of transit-oriented land use and ridership. To be successful, the urban structure must balance the reality of acknowledging past investment decisions with the potential to focus future development plans.

C. Is there an indication that the approach to development in nodes and corridor is changing as a result of heightened interest in high density development with a transit orientation?

Since 1992, the level of interest in all aspects of compact urban form appears to have increased within the municipal and development community. For example, if claims by marketers of "New Urbanism" projects are to be believed, inroads may have been made with a small segment of the market in terms of the willingness to purchase more densely developed housing products. Any changes that have occurred in market acceptance appear to be general in nature and no direct linkages have yet been made between the benefits of compact urban form and locating in nodes and corridors. Developers, commercial tenants and house buyers primarily care about the merits of a location, the quality of the product, image and lifestyle. To quote a well known Toronto developer, "Purchasers aren't interested in the density of my condominiums, they want to know about location and amenities."

D. Are there any signs that public attitudes to transit use are changing or that a government strategy for delivering transit that serves the proposed structure of nodes and corridors is emerging?

Except for the apparent potential for the GTSB to address inter-regional transit issues and possibly achieve coordination of local transit service with GO, the situation in 1997 has not changed. Furthermore, commitments to developing rapid transit in Metro have been curtailed, investments both in improving GO service and enhancing the potential of GO to play a strategic role through the relocation of certain key stations have slowed or stopped altogether as a result of budget cutbacks, and two key transit projects outside of Metro (Mississauga Busway and 407 Busway) are still being studied.

E. Does the GTA vision and/or the urban structure have a higher profile with municipal officials, the development community or the general public than it did five years ago?

The short answer is "No." Notwithstanding the fact that significant staff resources have been expended in implementing the urban structure in municipalities throughout the GTA, the urban structure is only one of many important issues currently being dealt with. Given the level of effort, its profile within municipalities is lower than might be expected. The same is true with respect to the development community, which tends to either focus on generic issues (such as development charges) or site specific issues. Although no surveys have been undertaken, it is unlikely that the general public has much, if any, direct knowledge of the GTA vision. As with the development community, the general public is more likely to be focused on general concerns (such as supporting a halt to urban sprawl) or site specific issues (such as protecting a neighbourhood against unwanted change).

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Stakeholders have addressed some aspects of the GTA vision but there is still a great deal to be done.

To successfully implement a vision, there has to be a dynamic tension between the way things are and the way it is desired they should be. The changes have to be ambitious but not unrealistically so. The following section briefly reviews expectations for the GTA vision articulated in 1992 and summarizes the present situation:

> *Role of the Province*: There were three aspects to the Provincial role. One was development of the Strategic Action Plan referred to in various Provincial documents between 1992 and 1993. This was supposed to be comprised of three components: revised Population and Employment Forecasts (completed in 1993); GTA Urban Form Policy; and a Capital Projects Requirements Plan. Neither of the latter components was formally completed. The second element was preparation and adoption of a Policy Statement under (then) Section 3 of the Planning Act. This was developed in draft but abandoned in 1994. The third element was that the Province provide the basis for continued planning and cooperation among the municipalities. The OGTA continues to provide a coordination and liaison function and the GTCC continues to meet. Notwithstanding this shift in Provincial policy, certain ministries, by the nature of their mandate, continue to impact decision-making in the GTA. Now that the Provincial ministries are to be no longer involved in direct funding, it remains to be seen what role will evolve for the OGTA or other Provincial ministries historically involved with coordinating policy in the GTA. According to the Province on the subject of the GTSB, the new Board is intended to be a "creature of the municipalities" with no direct Provincial input after the initial set-up phase. An example is MTO, though the development of the 400 series highway system. This issue will have to be addressed.
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> *Role of the regions*: The essence of the regional role was to establish the strategic direction for the GTA vision by developing policies for growth management and the urban structure as well as supply the broad range of hard and soft services needed to support the overall vision. This expectation has been met, although, as discussed below, the GTA vision for nodes and corridors has been interpreted somewhat differently by each region. The sum of the regional official plans differs considerably from the thrust of the GTA vision. In this regard, if a GTA policy statement had been adopted by the Province, it is quite likely that some elements of the regional plans would have required amendment or modification before approval. In the short term, following establishment of the proposed GTSB, the Regions, through the GTSB, will be in a position to evaluate the strategic direction for the GTA as expressed through the regional plans.
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> *Role of the area municipalities*: To quote the report of the Working Group on Urban Form: "At the end of the day, it is the local municipalities that will have the most challenging role in bringing a new urban form to life." It was also noted that area municipalities were responsible for establishing the "form and intensity of development." As can be seen from earlier sections of this study, the area municipalities have gone a considerable distance in fulfilling this responsibility, particularly with respect to nodes. In our view, however, the regions and area municipalities have experienced more difficulty in developing a coherent approach to the corridors component of the urban structure. It is not clear at this point if addressing the issue of planning corridors more effectively is a priority for area municipalities. There is a considerate amount of work to be done.

Exhibit 34: Expectations for theGTA Vision

Expectation	Result
Province provides auspices for planning	The OGTA is now part of MMA&H but continues to provide coordination on GTA issues. The GTCC continues to meet.
Province prepares GTA-specific policy	Attempts to create a policy statement (strategic action plan) were abandoned in 1994 following changes in the policy environment.
Province commitments to long-term funding	The basis for municipal funding has radically changed since 1992. The crown agencies established to provide financing have not made a significant impact. The GTSB will take over responsibility for infrastructure coordination in the GTA.
Municipalities commit to implement structure	All regional and many area municipalities have followed through on implementing structure policies in their official plans.
Regions provide strategic direction through official plans	The regions have followed through with their commitment to provide strategic direction although the manner of implementation varies.
Regions establish hierarchy of nodes and corridors in official plans	Nodes and corridors are addressed in all regional plans. although the concept of hierarchy has been interpreted differently from region to region.
Regions provide overall strategic planning for comprehensive range of services including transit	The regional plans taken together do not represent a coherent plan for the GTA as a whole.
Area municipalities implement vision through secondary plans, urban design and cooperation with all parties	Area municipalities have made considerable progress in implementation of nodes but despite extensive study, corridors are not being dealt with effectively.
Regional and area municipalities work with transit authorities and users to address challenges of enhanced transit	Some progress has been made with including transit authorities in the planning process but trends in ridership and the withdrawal of Provincial funding will require a radical revision of the municipal approach to transit.
In consideration of long term nature of exercise, monitoring programs to be established by municipalities	Monitoring is in its infancy. Existing data bases are not being used creatively and many opportunities are being missed to learn from past experience.
All parties to cooperate in preparation of a long-term strategy for creation of necessary infrastructure.	The GTSB will likely take on this role. Municipalities have not made the most of available policy tools to use capital planning as a strategic tool.

Coordinated and prioritized capital planning: The GTA-wide capital planning exercise did not materialize, and will likely now be tackled by the proposed GTSB. However, within regions, capital planning is not being explicitly linked to official plan policy as it affects development of the urban structure. Having reviewed both official plans and 5 year capital budgets for each of the five regions, we concluded that the importance of achieving a pattern of nodes and corridors is not explicitly considered or communicated when the municipality's capital expenditures are being determined.

Multi-stakeholder effort to better integrate transit: Concerns about the future viability of transit were among those issues that led to the creation of the GTA vision. Despite some improvements in the level of integration between transit and planning agencies, little progress has apparently been made in terms of improving the viability of transit service outside of the Metro area. The proposed mandate for the GTSB could be crucial in addressing this issue. A weakness of the current arrangements is that mandates of transit agencies are compartmentalized (regional, local) and the potential for innovation at the inter-regional level is hampered by restrictions imposed by statute and regulation. At present, no plans exist for the modification of the mandate of existing transit agencies or the creation of a new one to deliver inter-regional transit service, although that potential exists through the proposed GTSB.

The requirement for monitoring: A critical element of success in achieving the urban structure will be how effectively monitoring can be established in order to provide municipalities with regular progress reports as a means of directing resources wisely and modifying policy and decisions accordingly. Responsibilities for monitoring are currently divided between the regions and area municipalities and no one agency has responsibility for monitoring GTA-wide urban structure issues on a comprehensive basis. There is no monitoring of activities that affect the urban structure of nodes and corridors at present.

If there is a problem with the way the GTA vision is currently expressed in terms of moving toward a new structure, it is that the degree of change required of different parties is not well understood and the means of "getting there" have not been clearly defined. There is no common plan of action and individual jurisdictions are responding on an ad hoc basis.

Many of the expectations (see Exhibit 34 opposite) required success in areas where there was little or no indication that success was achievable. For example, a GTA-specific policy and commitment to setting priorities for long term infrastructure funding has not been realized, and, when it became clear that this prioritization would not occur, the vision was not amended or revised in any way. In addition, the provincial-municipal consensus reached in 1992 was not refined even though the regions expressed concerns regarding the lack of definition of some key concepts such as compact urban form and the feasibility of transit-oriented development.

Although the regions and area municipalities have followed through on a commitment with policies to establish an urban structure in official plans, the importance of this long-term co-operative initiative tends to be lost in the complexity of municipal governance. For example, in an effort to be comprehensive, official plans often succeed only in masking the fundamental messages related to matters such as the urban

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structure by addressing too broad a scope of interests. This tends to undermine the significance of a key policy direction such as establishing the urban structure.

It is possible that with the recent devolution of full financial responsibility for transit to municipalities and increased responsibility to finance new road construction, the need to make transit more profitable will serve as an incentive to place more emphasis on nodes and corridors as a means of generating additional ridership. At the present time, however, urban structure is simply one of many issues on a crowded municipal agenda.

4.2 Do the regional and local plans together capture the GTA vision of nodes and corridors?

A crucial part of the debate undertaken by the Working Group on Urban Form was the decision regarding the number of Intermediate nodes to be included on the concept map illustrating the GTA vision. There was reportedly some disagreement among members of the Working Group regarding the most appropriate number of nodes. Our review showed that many nodes designated on regional plans do not appear to meet the criteria for Intermediate nodes originally established by the Working Group. This raises a number of points for discussion. To address these, we have to consider first how the vision was reflected in the regional plans and then how local plans articulated this vision.

Three regional plans (Peel, York and Metro Toronto) capture the essence of the GTA vision and designate a pattern of nodes that reflects this philosophy. However, we noted that a number of nodes in Metro did not meet the criteria established in the GTA vision but we consider this of minor significance from a strategic perspective, given that the pattern of development has essentially been fixed in Metro, and that broad objectives for transit use have largely been met in this area. In the cases of the Halton and Durham plans, both designated significantly more Intermediate nodes than envisaged in 1992 (resulting in plus five in Halton and plus six in Durham). We recognize that these designations resulted from a process of studying need at the regional level but believe that the consequences GTA-wide should be evaluated further. Given that there is a limited amount of demand for development to be captured, designating more nodes must reduce the likelihood of reaching critical service level thresholds for transit in any one location. The further consequence of this is an uncertain pattern of future demand against which to invest limited public sector infrastructure dollars.

Our analysis of area municipal plans did not alter this conclusion. In particular, it was noted that where secondary plans had been prepared (for 29 out of 35 nodes in regional plans), the concepts reflect expectations of development at a scale which appears unlikely or unachievable in every location. This is particularly true for those locations located furthest from current major concentrations of higher density mixed use development.

4.3 Do we know enough about corridors?

The Working Group on Urban Form envisaged corridors as locations where "some form of higher capacity transit system might be foreseen by 2031." Corridors have some of the same characteristics as nodes in terms of mixed use, compact urban form. In assessing progress made towards the GTA vision, planning for corridors is less advanced than for nodes, and this is a concern.

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We examined corridors, using a similar approach to that used for nodes, in that we first evaluated how the vision for corridors was reflected in the regional official plans and then how local plans followed through on this vision.

Only the York and Metro Toronto plans were consistent with the GTA vision on corridors. The other three regions do not show corridors as part of the urban structure. This undermines the clarity of the vision, and makes inter-regional coordination more difficult. However, a mitigating factor is that 35 of 47 designated nodes in the GTA are located in a linear pattern which has or will have the potential to develop as a corridor. The contribution that this pattern of development may make towards increasing transit potential needs further examination.

This analysis suggests that a key aspect of the GTA vision - encouraging compact urban form - is being addressed at the policy level. It also supports an argument that regional plans should identify *all* nodes on their maps of the urban structure, with due acknowledgment of their place in the hierarchy. This would also be consistent with the "string of pearls" concept that promotes short trips along the length of a corridor to serve a series of alternating concentrations of jobs and residential nodes.

Barriers that inhibit expanding transit service across municipal boundaries need to be eliminated

As identified in Chapter 3 of this study, with respect to regional and area municipalities there are significant problems of inconsistency between regions and, within regions, between area municipalities or between the region and the area municipality. The value of consistent designations is obvious: at the GTA level, it is necessary to trace the continuity of major corridors across municipal boundaries, and the role of corridors in linking nodes should be clear. Although a number of regions include general policies with respect to the nature of development along corridors, these need to be reinforced by representation on the urban structure maps and complemented by appropriate policies in the area municipal plans. Portraying this message in a powerful way is important not only for private sector investors but also to reinforce with other public agencies the priorities of regional councils. With the prospect of bus deregulation in the near future, private sector investment in building bus corridors is a distinct possibility, so creating a climate of confidence at the regional and municipal level becomes additionally important.

It appears from the treatment of corridors in official plans and in corridor studies that there is little common understanding about how corridors should be designated or function. This may be the root of the problem concerning the inconsistency in the designation of corridors.

Another institutional barrier that needs to be addressed is the current lack of continuity across the GTA with respect to responsibilities for transit and regional roads. Historical precedent has also influenced this situation. The Region of York is able to designate corridors on its urban structure map, and has done so on roads that have only recently come under regional jurisdiction, although transit is a municipal responsibility. The adjacent region, Peel, is constrained from placing similar designations on its plan. Only York and Metro designate corridors on their urban structure maps. Without these linkages, the principal message of the GTA vision in regional plans with respect to nodes and corridors is undermined.

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The provision of local transit by agencies under the control of municipalities is also problematic. Dealing with cross-boundary issues is notoriously difficult. To cite an analogy with the airline industry, the economics of hub and spoke airline travel continue to evolve but are predicated on common ownership, revenue sharing and the principle of successfully feeding high capacity hubs with a series of lower capacity routes. In the transit business, narrow mandates (that is, providing only local service, which is typically more expensive per passenger mile than regional or trunk service) combined with restrictions on providing service across municipal boundaries make it difficult for small, local transit agencies to perform effectively or economically.

The current restrictions on providing transit such as the TTC monopoly in Metro, the exclusive reliance on municipalities to operate local transit service, combined with the shift in financial responsibility for transit to municipalities, present a challenge to meeting the expectations found in official plans throughout the GTA.

New approaches to corridor planning are needed

In reviewing numerous corridor studies and official plans, we have reached the conclusion that the current approach to corridor planning is still using techniques developed to plan communities or other discrete areas. Corridors tend to be thought of as frontages on a single arterial street (or equivalent), even though plans often refer to gradations in density from adjacent areas to the arterial frontage. To understand official plan policy for a corridor, it is typically necessary to assemble two or more plans, since the designated arterial road often forms the boundary between communities.

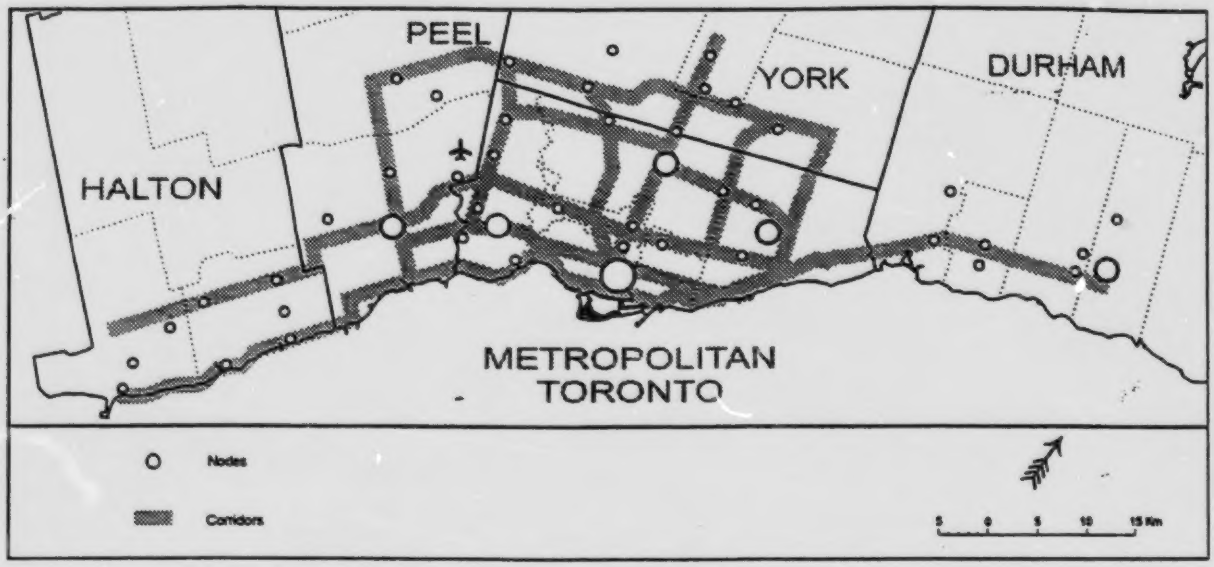
The challenge, in our view, is to complement community plans with a linear plan for the length of the corridor in question, borrowing, in effect, analytical techniques from environmental assessment practice. The shift in thinking necessary has already begun with the help of innovative corridor studies such as the Brampton/Queen Street study and the Highway 7 corridor study. We suggest increasing the depth of the area designated in corridor plans in order to identify broad bands based on an appropriate walking distance either side of the designated arterial road. The purpose would be to identify threshold targets for employment and population along the length of the corridor which would be used as the basis for establishing or upgrading transit service. (Metro proposed corridors with a live-work population density of 6,000 people per hectare as a target for development in its 1992 study.)

A prerequisite for this approach to corridor planning is consistency at the policy level between adjacent regions, and among municipalities within regions. This would also provide a basis for dealing with difficult issues such as strategies for transforming rural cross-sections to urban cross-sections through detailed urban design guidelines.

The issue of corridor priorities and image needs to be addressed

As indicated earlier in this section, neither the development community nor the public buy on the basis of density or obscure planning concepts. Since there is a need is to dramatically increase the density of employment and population along the length of corridors, these areas must have an attractive image. The challenge is to identify sections of corridors and work with the real estate community to develop distinctive images that build on location, attractive pedestrian environments, retail amenities and the combination of other factors already well established for corridors such as Yonge Street and Bayview Avenue in Toronto.

Exhibit 35: Emerging Urban Structure (1997)


PEEL
YORK
DURHAM
HALTON
METROPOLITAN TORONTO
Nodes
Corridors
5 0 5 10 15 Km

The feasibility of developing suitable marketing images needs to be carefully evaluated as there is little evidence that this approach has been successful in other urban areas.

Among the corridors requiring urgent action, in our view, is Highway 7. We agree with the consultants who recently completed the Highway 7 corridor study that the opening of Highway 407 presents a window of opportunity to establish a new image for this road as described in the recently completed corridor study (Avenue Seven). The study confirms that sufficient densities exist to warrant improved, continuous service now. The ability to tap into this potential is, however, limited by the lack of a body with a mandate to establish the service. Through the GTSB, GO's mandate could be modified to perform this task.

4.4 What are the implications of this research for the GTA Transportation Plan?

The findings of this study are intended to provide input to the on-going GTA Transportation Plan. One of the key assumptions in the study process for that plan is the concept of an urban structure based on nodes and corridors. This section summarizes the implications of our research for the transportation plan in this regard.

- **The pattern of development associated with nodes and corridors is uncertain. As a consequence predicting ridership on the basis of the concept is fraught with difficulty.**

This research has shown that the regional plans designate many more nodes than envisaged by the GTA vision. This creates two problems with respect to the transportation plan. First, because the additional nodes are largely in the least densely developed parts of the GTA (Halton and Durham), the implied expectation that all nodes will develop at the same (regional) scale is open to misinterpretation. Second, the overall distribution of nodes suggests that transit-supportive development can be achieved evenly across the GTA, and this is unlikely to be the case (see Exhibit 35).

An assumption with respect to nodal development at the Intermediate scale as described by the Working Group on Urban Form was that these nodes should be capable of serving as a focal point for a wide range of services and amenities not found elsewhere in the built up area. Over designation may retard the rate at which nodes reach economic service thresholds and delay the point at which transit services can be supported. There is also not a lot of evidence that nodes will attract employment in the numbers envisaged in 1992. This suggests that the nodes comprising the urban structure outside of Metro Toronto may not evolve as distinctly and with as strong a transit-orientation as imagined. This possibility should be examined and provided for.

- **Major nodes are the principal anchors for the provision of transit service. Consideration should be given to focusing on fewer nodes and defining their function more broadly.**

The GTA vision concept map identifies the central area of Toronto as a Central node and Pearson International as a Special Purpose node. In analyzing the role of the central area, it is worth noting that it is not a single, homogenous entity. The central area is, in fact, comprised of a dozen or more highly specialized concentrations which, taken as a whole, interact to provide the GTA with its primary focus of

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employment. It is this major concentration of employment that has enabled the TTC (and latterly GO) to build viable public transit service for this node.

This analysis can also be applied to Pearson. So far, we have excluded the airport from this discussion because the focus of the GTA vision was on building mixed use nodes (or centres), with a balance of residential, employment and other uses. While the airport is a key economic engine and generator of trips, it is clearly not a focus for residential development. However, if Pearson Airport, the airport hotel and convention strip, the surrounding industrial areas, such as Airport Business Park and Airport Corporate Centre, are viewed collectively as a single economic node, this represents more than 75,000 jobs clustered in a similar number of concentrations to those that found in the central area. At the present time, these are not well connected with each other and the area generally is not well served by public transit. Solving this problem requires a number of inter-regional transit movements to be addressed, which is not easily achieved under the current administrative structure for transit operations in the GTA.

Assuming that the purpose of a GTA vision map is to illustrate the primary focus of public and private investment, it becomes possible to present a different kind of map, focused on key economic generators and concentrations of employment. With the exception of the airport node, these all have the potential to develop as compact, mixed use, transit-oriented nodes but all have significant employment potential and therefore are attractive areas as a focus for transit investment. Such a map would identify nodes as loosely defined clusters of concentrated employment. There would be relatively few nodes and only principal corridors — those intended to be the focus for public and private investment — would be shown. This map could be used to illustrate the priorities for capital spending. Other, more broadly defined nodes might include a concentration in the vicinity of Langstaff and surrounding industrial and business parks, such as Beaver Creek. Other major concentrations would be centred around the Mississauga, North York and Scarborough City Centres.

- **Even nodes with significant levels of transit service are developing slowly, and the potential for reinforcing the level of transit service provided should be evaluated to build on these first steps toward a nodal structure.**

As a result of the economic downturn in the early 1990s, the pace of commercial development has been generally slow throughout the GTA. However, even nodes already served by transit such as Mississauga City Centre, North York City Centre and Scarborough City Centre are not growing any faster than other employment areas. An important factor in location economics is the municipal tax picture. With the impending introduction of Actual Value Assessment and the redistribution among taxation classes, tax differentials that placed Class A office space at a disadvantage may be reduced. As the prospects for renewed interest in commercial development return, this may be an opportune time to reinforce transit service in established but still developing centres in order to help improve the marketability of transit-oriented development.

- **There is an unsatisfied demand for inter-regional transit service to serve a pattern of nodes within corridors outside Metro Toronto that may now be provided through the auspices of the GTSB.**

As pointed out in a number of recent transportation studies, the number of east-west movements along Highway 401 (and now in 407) through to the 403 is significant, and increasing. The corridors identified on

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the concept map of the GTA vision reflect this to some extent and planning for transitways to link as many as eight nodes identified in the GTA vision in this part of the GTA is ongoing. As currently constituted, the transit agencies active in the GTA do not have a mandate to provide such inter-regional service. With GO destined to come under the auspices of the GTSB, the time has arrived to deal effectively with this problem. In developing the GTA Transportation Plan, endowing GO or a new transit agency with the necessary mandate and means to take action is a priority. Just as the formation of the Greater Toronto Airports Authority has allowed officials at Pearson the freedom to follow through on plans in a timely way, inter-regional transit in the GTA needs to be given the same opportunity.

- **Unless development in nodes and corridors can be co-ordinated with the provision of transit service the concept will fail.**

The prospect of development demand being dispersed in a random way throughout the GTA is high enough to warrant the active involvement of the GTSB with the regions to develop priorities for nodal development and nodal servicing.

Development in the GTA has been historically oriented towards the central area, which still represents the largest concentration of employment. Since the 1960s, however, office development has been developing in numerous highway locations throughout Metro and more recently in locations we now identify as the 905 area. Even though the development of transit-oriented nodes along the Yonge corridor and other nodes such as the Scarborough and Mississauga City Centres have attempted to provide a higher degree of transit-orientation, there is little evidence that transit service is attractive to a significant number of users outside of these locations.

It is a combination of the concentration of office space served by amenities and served by transit that allows the downtown to continue to be attractive for office based activity. In view of this, building up existing concentrations of employment in a select number of priority nodes and supporting these concentrations with transit should be the focus of any review of the GTA vision in the context of the GTA Transportation Plan. There is a key role to be played by the GTSB in this regard in terms of assessing infrastructure priorities in the GTA, and inclusion in that assessment a program to focus on developing nodes with the highest potential for payback in terms of increased ridership.

Each node and corridor in the network has a different and unique potential to deliver transit rides, depending on the stage of development of the node in question. The potential to match transit revenues with potential payback should guide the setting of development and investment priorities for nodes.

- **Nodes and corridors outside of Metro will develop more slowly if public and private investment is spread too thinly.**

The GTA vision of an urban structure comprised of nodes and corridors can be thought of as a framework for public and private investment. Each node is potentially a joint venture opportunity between the public and private sectors where the objective is to successfully integrate service delivery and marketing of a real estate product on a large scale. An example of this is the approach taken by Rail Companies in England when electrified trains were used as the catalyst to sell a lifestyle previously beyond the reach of the prospective residents. Suburbs such as West Credit in Mississauga were marketed on the basis of general

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lifestyle opportunities associated with new housing in new communities. Nodal development, which often involves redevelopment, requires narrow compelling marketing propositions. The nature of nodal development which is likely to involve a number of developers over a substantial period suggests the need for mechanisms to create a marketing image. These presumably should be co-operative ventures and a good starting point for such models would be BIAs.

If a large number of nodes (and corridors) is under development throughout the GTA, this delays the point at which individual nodes yield the desired transportation benefits in terms of generating increased demand for transit because developing numerous locations simultaneously slows the process of reaching levels that can be economically serviced at individual nodes. As a means of compensating for delays in reaching critical mass, our service transit agencies and municipalities might consider non traditional transit services and service delivery mechanisms such as private transit providers and jitneys.

4.5 What are the institutional barriers to making progress on the vision?

The GTA vision on urban structure is a concept that is designed to allow foi a provision of a transportation system of roads and transit in a cost effective way. It is essentially a top down concept that is based on the unavoidable operating logistics of transit. However for this concept to be realized it must be presented to the market place in a way that appeals to those making local decisions to lease and buy accommodation. This step in the process is essentially local. Thus for this concept of developing a pattern of higher density land use in nodes and corridors to work there has to be a tension between the regional component of the strategy, service delivery and the local component, appealing to the preferences of the consumer. This tension must be understood and managed by the organizations responsible for implementation.

- **Without a coordinating body such as the GTSB the regions appear unlikely to be able to co-ordinate these investment decisions effectively.**

Overall the regions have done a reasonable job in articulating the vision and while more work is required in this regard have demonstrated their ability to deal with the policy issues. However, the failure of the regions to effectively integrate this policy planning with priority setting on infrastructure investment raises serious questions about whether they can address the more challenging task co-ordinating capital expenditures between regions. The GTSB is a mechanism that can help with this co-ordination and priority setting but its effectiveness is as yet untested. Proceeding with the GTSB initiative appears essential if the issues of the co-ordination of land use and infrastructure spending are to be addressed.

- **Area Municipalities should acknowledge and accept their role as implementers of the vision.**

If the vision is to be realized area municipalities are going to need to reach out to the development industry and motivate them to build product that fits the vision and attracts customers. The problems of identity and lifestyle images have been noted earlier in association with the successful marketing and development of nodes. Addressing these problems is a challenge that area municipalities must meet if the vision is to be realized. Unfortunately to date there is evidence that many municipalities are still struggling with the problem of co-ordinating between departments and many are some way from establishing the types of relationship with the development industry necessary to build and effectively market the desired urban form.

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We break this issue into three key relationships: staff-council; municipal-public; and municipal-developer.

Staff-Council: Within a municipal corporation, a project such as implementing the urban structure is one of many important projects, and one which involves the continued support of more than one department. The person or people responsible for carriage of this important issue should be easily identifiable, and when changes in personnel occur, the issue of continuity should be addressed.

Membership on councils changes also so that the council that approved the official plan policy to establish a system of nodes and corridors may not be comprised of the same individuals who are now dealing with a contentious secondary plan for an emerging development node. Municipalities that plan and budget for programs to continuously renew and refresh information available to their elected officials and staff seem to do better in maintaining "buy-in." A key opportunity in this regard is the briefing process for new councillors following municipal elections every three years.

Municipal-public: Getting and retaining buy-in from the public is also a major challenge. The holding of charrettes and other high intensity public involvement initiatives can yield excellent short term results but cannot deal with issues of maintaining long term buy-in. Consultation fatigue is a real problem that rarely gets addressed. Finding ways to relate progress on a variety of intensification issues as they might affect quality of life in a municipality can maintain the public's interest and give them tangible reasons for investing the time to understand and support the concepts.

Municipal-Developer: Our interviews suggest that the development community has not yet fully embraced intensification issues or, more importantly, developed marketing propositions that take advantage of the amenities and characteristics proposed for nodal development. At the root of the industry's concern is the need for reduced risk regarding the marketability of the product (be it commercial or residential) and the time exposure for gaining approvals. Municipalities could consider actively engaging the development industry (and the buying public) in on-going discussions designed to link education, marketing and the identification of benefits associated with or derived from the development of compact form. As suggested earlier, finding ways to market an attractive image could be crucial in transferring the impetus for the development of nodes and corridors from the supply side (that is, the provision of the policy framework) to the demand side where the marketplace carries the principal load of implementation.

4.6 To work, a vision must be communicated and understood

To date, efforts to communicate have been sporadic and responsibilities for communication fragmented; as a result there are several problems related to communication. The first relates to how existing information with respect to the GTA vision, regional plans and municipal plans is communicated. At the present time, there is no easy way for the public, development community or municipalities to look at the GTA urban structure as being developed by the five regions and their constituent municipalities. In the process of gathering data for this study, we concluded that the available sources of information on regional planning in the GTA are inaccessible both physically and economically.

The first problem is that there is no publicly accessible repository for policy documentation where detailed information on planning on the GTA urban structure can be viewed or purchased. As well, none of the five regional planning departments make copies of the area municipal plans in their jurisdiction available for purchase or review. This could easily be corrected. Second, although it is unlikely that any individual

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would want or need to acquire all the regional and area municipal official plans and supporting documents related to the GTA vision, the cumulative cost is prohibitive - more than $1,000 including GST. While we appreciate that there is a need for municipalities to recover costs, there is a significant range in both the cost and quality of municipal documentation. Putting ourselves in the position of the public (or the development community) trying to learn about development plans in the GTA, it is presently unnecessarily difficult to access basic information. In researching this study, although we accumulated more than 200 official documents, studies and reports this was no guarantee that the entire scope or depth of a particular issue had been covered. An obligatory central registry for all development related documents produced by or on behalf of government agencies in the GTA (similar in concept to registration of ISBN numbers) would allow easy identification and tracking of the full range of available material.

At another level, in terms of communicating an overall vision for the GTA, there is no single map available that replicates information from the regional urban structure maps for the GTA as a whole. (A sketch map of the GTA used for promotional purposes is available from Municipal Affairs and Housing but not sold in the Ontario Government Bookstore.) Since all regional plans are now approved (Peel is still dealing with appeals to the OMB on two issues), it would be possible to provide developers, investors and the general public with a comprehensive picture of planning policy across the GTA. However, as pointed out in other reports, there is a needless lack of consistency between jurisdictions with respect to graphic symbols, terms and terminology. At the present time, anyone wishing to do business in more than one jurisdiction has to "learn a new language" before embarking on development projects, an unnecessary hindrance to investment and economic development. In order to effectively portray the emerging urban structure, the problem cited with respect to corridors would need to be resolved, since only Metro and York Region designate corridors on their urban structure maps. (It would also be extremely useful to provide all this information in digital form on a CD-ROM or website.)

The third level of communication has to do with image. As suggested earlier in this chapter, consumers and investors are likely to be more interested in the benefits of an efficient urban structure than the concept itself. These benefits include an attractive quality of life, pleasant places to live and work, easy access to a range of municipal amenities and the work place by public transit. But these values need to be connected to a sense of place, with a distinct image and a set of distinctive attributes. Since it is clear that policies for the urban structure must be supported by the cumulative decisions of consumers and investors in order to be implemented, a device must be found to bring the GTA vision of nodes and corridors alive and make it more compelling.

A possible starting point is to begin marketing nodes and corridors as a framework for investment within which a variety of desirable business and residential opportunities are to be found. When the first suburban nodes began to develop in Metro, few commercial real estate brokers had experience with marketing Class A office space anywhere but in the downtown core. Until brokers grasped the opportunities inherent in these new locations, leasing was slow because real estate professionals were reluctant to invest their time in an unknown product. Overcoming these natural prejudices took skill, time and energy on the part of a few developers and many players involved in municipal government. Selected initiatives with respect to a number of the most promising nodes and sections of corridors could similarly begin to develop the images of these locations as a means of accelerating the rate of acceptance and promoting them over more traditional locations.

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Roles and responsibilities

The results of this research have shown that considerable momentum has been achieved by the regional and area municipalities in terms of establishing concepts for an urban structure of nodes and corridors into their official plans. There are also several key areas where further work is required. In order to take advantage of the successes achieved so far and to renew the commitment to implementing the urban structure, we suggest that the regional municipalities revisit the GTA vision with their municipal partners and the Province (or proposed GTSB) as soon as possible.

There is an opportunity to undertake fresh initiatives early in the new year, focusing on the issue of infrastructure coordination and priority setting to be addressed by the GTSB. In this regard, answers to certain strategic questions should be sought, including, "Would implementation of the GTA vision for nodes and corridors be better served if public infrastructure dollars were to be channeled into a relatively small number of principal nodes?" Related questions, fundamental to the work of the GTA Transportation Plan, include: "Can consensus be reached on corridor planning?" and "Should investments in transit infrastructure be focused on those key nodes likely to produce the largest benefits at the earliest stage?"

Throughout the process of establishing and subsequently beginning the implementation of the GTA vision, the municipalities and the Province have been working cooperatively, although, as identified in this study, a number of important issues have still not been satisfactorily addressed. Nevertheless, the establishment of the GTSB presents a clear opportunity for GTA municipalities to revisit the GTA vision and reaffirm the mutual benefits of following through on the tradition of cooperation. At the same time, the impending amalgamation of municipalities within the Metro Toronto area will no doubt change the dynamics of decision-making in the GTA, but also present an opportunity to sharpen the focus of development strategies in the new City of Toronto.

4.7 Repeating the methodology

The approach taken to this study was to deal with three basic components of the urban structure: the policy framework, infrastructure support, and response from the development community. An interview guide was prepared, tested and administered. Additional documentation was then acquired to verify and probe details of matters addressed in the interviews. A draft report was written and the preliminary findings were presented to a meeting of the GTCC. Additional presentations and discussions were then undertaken with two of the five regions.

In future progress reviews, the concern for the urban structure will probably stay the same but the emphasis will likely shift to assessing results of ongoing monitoring.

The elements of the policy framework, infrastructure support and response from the development community should continue to provide the basis of subsequent reviews but the emphasis and scope of each component is likely to be considerably different. This work has shown that while municipalities have achieved a great deal in terms of establishing the necessary policy framework, more work is needed to refine the approaches taken to corridor planning and establishing priorities for capital works into an overall GTA framework. The principal difference in subsequent reviews will be to shift to an emphasis on bringing the results of ongoing monitoring together so that the overall progress toward the vision can be determined. To achieve this is a cost effective way, this will require municipalities to actively partner with the private

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sector to undertake joint monitoring projects and to work closely with partners in development and the real estate brokerage communities. The purpose will be to define common interests and to create clearer and more compelling images for nodal and corridor development in order to allow market forces to "push" development of the urban structure (compared to the "pull" of policy).

The role of the GTSB is still being determined but this new entity appears to be an appropriate candidate to oversee subsequent 3-year reviews although the GTCC may wish to maintain its role.

When this research was first contemplated, it was designed to be a model that could be repeated when and as required. Since then the Province has proposed the establishment of the Greater Toronto Services Board (GTSB). This is to be an independent agency, controlled by the regions. Although the GTCC is still a viable body, it is not known at this time how it will inter-relate with the GTSB. We therefore propose that future reviews be overseen by the GTSB.

We recommend that a 3-year period is an appropriate time to undertake a formal review. This amount of time is sufficient to see the impact of investment decisions through to development but not so long as to allow inappropriate trends to go unnoticed.

4.8 Monitoring

The purpose of monitoring is to provide decision-makers with feedback on whether policies and practices are effective, to facilitate ongoing decision making. Monitoring also gives valuable insights into the timing for future investments and provides an indication of whether full value is being received from past investments. The generation of regular reports also helps indicate if and when additional interventions are required. Above all, when carried out effectively, monitoring serves to remind all parties about region-wide priorities.

In terms of monitoring progress towards the urban structure, the three most important changes from current practice should be:

I. ***To provide greater focus to existing general monitoring practice that are currently undertaken on a municipality-wide basis or by Provincial agencies.***

A key assumption with respect to monitoring the urban structure is that municipalities are prepared to recognize that components of the urban structure merit priority over other forms of development.

II. ***Monitoring projects should be designed as components to fit into common GTA-wide monitoring programs.***

This would allow broad comparisons on an inter-regional basis and would require the adoption of common protocols. To assist in achieving this high degree of comparability, steps to minimize unnecessary incompatible terminology in official plans and other municipal documentation would need to be taken.

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III. *Minimize the amount of staff resources needed to maintain data bases and prepare monitoring reports through partnerships with the private sector.*

The concept can be likened to a joint-venture approach to data gathering and monitoring. As a practical matter, development of common protocols for consultant or departmental reports across the GTA would ensure that individual studies required from developers or carried out for municipalities contributed directly to the data base. This would reduce the number of stand-alone monitoring reports and consultant studies, and ensure that there is a specific purpose for both types of product. To put this in perspective, this is no more onerous than adhering to a common set of accounting practices for financial reporting purposes but is potentially as effective.

There are four general areas that need careful monitoring with respect to the urban structure. These are:

I. The location and type of development in order to report on nodes and corridors separately from the rest of the municipality.

A key indicator of progress in the growth of nodes and corridors is to record where new development is taking place and to be able to compare the rate of growth against policy targets for the node or corridor in question, and against municipality-wide growth. Broken down by use and density, the report could be calibrated to reflect actual annual results and also used as a basis for forecasting.

Another important indicator is what is "in the development pipeline." This allows estimates of compliance with policy objectives to be developed by providing a basis for forecasts of employment or population by geographic area. This would be particularly valuable in the case of corridors, for example, where each development project could be assessed in terms of its contribution to achieving specific employment or population targets or for assessing progress against targets for reaching minimum thresholds of persons per hectare required to move to another level of transit service.

A precedent already exists for common protocols and joint venturing with the private sector in the form of the Residential Land Inventory project pioneered by the Ministry of Municipal Affairs and Housing in 1994 in response to industry concerns about shortages of supply of residential lots. As experience was gained with this project, all four stakeholders (the Province, CMHC, municipalities and the development industry) have found additional value in the information and willingly contribute resources to ensure a quality product that has a proven value. We tested the feasibility of adapting the protocol for use in this project to provide data on development approvals for nodes. We believe that it would be straightforward to develop a version of the annual results of this survey to report on nodes and corridors in the manner described above. The process could usefully be expanded to integrate data on housing starts.

II. Capital investment in infrastructure that serves nodes and corridors together with matching private sector investment.

The objective is to establish the payback on capital investment by monitoring the development of specific nodes and increasing development in specific corridors in return for treating these locations as top priority sites. This would be an appropriate approach, for example, if the municipality committed to ensuring that a minimum percentage of all development was to take place in specific nodes and corridors. The intent

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would be to identify and track all infrastructure expenditures from piped services to roads and transit-related investments. This could be used to compare performance against agreed priorities in the municipality but could also be used to compare development costs and returns against similar projects in other jurisdictions.

By keeping a running total for sunk costs on a per capita or per square foot basis for specific geographic areas, this would serve as an indicator of whether current policy commitments to make the most of existing infrastructure before embarking on new projects were being assessed in an appropriate way.

III. Increasing the viability of transit service.

Data gathered for the recently completed Highway 7 corridor study illustrated how development activity can be used to demonstrate whether sufficient employment and population exists to justify the introduction or enhancement of public transit.

Monitoring development in corridors would include: current population and employment (actual and density); demographic profile and of the employed labour force; current modal split and auto usage (cross tabulated against Transportation Tomorrow Surveys); principal clusters of people by origin and destination to identify potential transit patterns with respect to live-work, and the identification of intensification opportunities. This information would be monitored annually to measure the rate of progress towards meeting minimum thresholds for increases in service.

For nodes, using the model pioneered by the City of Scarborough to monitor City Centre Development, the intent would be to tabulate Transportation Demand Management information to track levels of transit usage, car usage, by type of occupancy and other built form data. Partners in this process would include the real estate brokerage community and building owners. The Scarborough reports have been in use for 15 years. The municipality uses them to test policies such as parking standards and modal split targets, as well as for economic development purposes. The private sector uses the results to feed back to building tenants to emphasize the benefits of the location as well as in forward marketing efforts to attract new tenants.

Building on the work already carried out by the Transportation Tomorrow Survey, there is potential to have a special run of the TTS developed to specifically address the development of the urban structure in comparison to the GTA as a whole. This would focus on the roles played by selected major nodes in the urban structure in terms of expanding transit service, enabling analysts to determine if continued growth in nodes and corridors is having any impact on transit demand.

IV. Monitoring private sector activity to measure continued support for public sector objectives.

As indicated above, the power of GIS systems makes it simple to monitor the issuance of building permits on a location-specific basis. This information could be augmented by keeping track of private sector investment in infrastructure over and above development charges (to be included in (ii) above) as a means of ensuring that costs are competitive with similar projects in other jurisdictions. Information would also be collected on lease-up rates for planned and existing new buildings and, for residential projects, sales or rental performance. Partnerships with the real estate industry could provide valuable information on the relative attractiveness of locations across the GTA relative to the level of public and private investment.

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Using a survey method with cooperating real estate professionals, information on the scope of investment in promotional activity and press coverage on the part of private sector firms locating in nodes and corridors would provide a useful comparative measure of the relative level of commitment to various nodes in the GTA. A comparable tracking system is utilized by Tourism Toronto to identify all foreign and domestic press coverage for the city. Using a standard formula, the imputed value of this publicity is calculated based on the circulation of the publication, the length and positioning of the article. This is then used to gauge the return on investment for the time and effort invested by staff to promote a Toronto asset.

Another key issue requiring careful monitoring is the issue of municipal consistency, evaluating rezonings and plan amendments in nodes and corridors to determine how faithfully the municipality is maintaining the direction of its original policies for the areas in question. Inconsistencies could be pinpointed on a ward basis or on a municipal-wide basis, enabling comparisons of performance across the GTA. Where the opposite is true, this also creates a framework for positive feedback.

Summary

The key to monitoring in the case of nodes and corridors is to link the process to reinforcing municipal priorities, concentrate on gathering only material that can support the three components of policy, infrastructure and private sector response, and to design all data collection as part of a larger system in collaboration with the private sector. As the process and these principles become widely accepted, the sophistication of the approaches can be enhanced to allow real time status reports. As monitoring becomes ingrained and produces results on an on-going basis, the focus of reviews can shift to examining and reaffirming basic principles.

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5.0 RECOMMENDATIONS

Even if the GTSB is established as proposed — which would see significant changes in the Province's formal coordination role in the region — the mandate of individual ministries such as the Ministry of Transportation, which has responsibilities for investment and operation of the 400 Series highways, will continue to affect decision-making in the GTA. This issue will need to be addressed.

The recommendations (reproduced from the main report) focus on regional and area municipal responsibilities, and are organized under the headings of policy, infrastructure, development, monitoring and communications.

5.1 Policy

- **The regions should establish through the GTSB or other coordinating body priorities for the development and servicing of the nodes and corridors that form the basic structure of the GTA vision.**

  Without an established priority it will be difficult to match public and private sector investment and there is a significant risk that the vision will not be realized.

- **The designation of more nodes in the Regions of Halton and Durham than originally envisaged should be reconciled with the initial GTA vision.**

  The designation of significantly more nodes in these regions suggests that there may be a considerable discrepancy between the expectations of these regions and others in the GTA or a different understanding of and commitment to the GTA vision. This issue needs to be resolved.

- **Work should be undertaken on how corridors can be developed and will function in practice.**

  Although there has been some interesting work to date, this is limited in scope and it appears that how corridors will function and be marketed needs to be considered more thoroughly with regard to the wide variety of circumstances under which these could develop across the GTA.

- **An approach to cross-jurisdictional planning and implementation needs to be developed.**

  A number of problems were noted with respect to the planning of corridors that ran across and along municipal boundaries. These need to be addressed if these corridors are to develop effectively.

- **Targets which are set municipality by municipality and guide the development mix toward the structure set out in the vision are necessary to clarify the municipal commitment.**

  Such targets should address the issue of density, mix and location of development so that the proposed GTSB can realistically monitor progress and determine what is required in terms of public sector

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investment. Reconciling such targets with a cyclical development market and shifting consumer preferences is acknowledged as a major challenge but none the less should be addressed.

- **The GTSB or other coordinating body, together with the regional governments, should be given the task of regularly updating and reaffirming commitment to a shared long-term vision.**

  The focus at the GTA-wide and regional level should be the strategy which is tied to service provision while the task of the area municipalities is to generate interest in the concept at the local level, recognizing that significant differentiation between locations is necessary to reach different market segments across the GTA.

- **Maintaining the commitment of the key municipal stakeholders to the vision requires constant attention.**

  It is recommended that each new regional council be presented with the vision for the GTA structure and the implications it has for decision making, early on during the mandate of each new council.

5.2 Infrastructure

- **The GTSB or other coordinating body, together with the regions, should establish a strategy for expanding transit service to nodes and corridors that can be linked to long-term capital planning for all infrastructure and provide the basis for complementary private sector investment.**

  Priorities for capital spending on transit improvement will be necessary and it is important for these to be explicit so that the private sector can be mobilized toward complementary investments. The proposed GTSB should co-ordinate this with the Regional Municipalities.

- **Municipalities' capital plans at both the regional and area level should have regard to the demands created by the urban structure.**

  Currently, the urban structure represented in official plans does not seem to have much influence on capital plans; if this problem were to be addressed it would represent a major step toward achieving planned patterns of land use.

5.3 Development

- **In order to achieve the desired urban form of nodes and corridors, the regions and area municipalities should agree on ways to reach and work with market forces.**

  We believe that an active partnership between the public and private sectors is necessary in order to achieve the desired change in urban form. The urban form we enjoy today has resulted from an implicit and loose relationship between municipalities and developers. To achieve the quality of urban form desired for the GTA these two sectors will need to work more closely together.

- **As the level of government closest to the development and real estate industry, the area municipalities and transit agencies should be asked to undertake the lead role in liaising with the**

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development industry to establish partnerships aimed at proactively developing an appropriate identity, amenities and image for selected nodes in order to effectively attract customers. This approach should also be taken with selected corridors.

5.4 Monitoring

- **The regions and area municipalities should agree on a set of common protocols that will allow all municipal monitoring efforts to fit into a common GTA-wide monitoring program.**

  This would improve comparability of data between jurisdictions and accelerate the process of establishing a region-wide database.

- **Based on the above principle, the regions and area municipalities should undertake to monitor the performance, capacity and utilization of development, infrastructure and transit use for nodes and corridors.**

  Providing feedback on performance is an excellent incentive for improved service, and a focus on corridors would likely lead to the identification of tangible benefits for locating and investing in corridors.

- **In developing detailed monitoring practices, the municipalities should enlist the support of the private sector to identify monitoring reports and provide data that can be developed in partnership with mutually beneficial results.**

  This would not only help leverage scarce municipal resources but focus monitoring efforts on areas of common interest where there is potential to modify or improve results.

5.5 Communications

- **The regions should collectively explore the potential to produce a single schedule or officially sanctioned map for the GTA to illustrate the urban structure as set out in current regional official plans.**

  In considering how to present this information, consideration should be given to modifying existing regional schedules so that the complete urban structure is presented for each region.

- **The regions should identify a location for and support of a central registry where all official plans, studies and relevant documentation on development issues in the GTA can be reviewed and/or purchased.**

  To ensure that relevant information is widely available, the GTA municipalities should agree that all subsequent documentation prepared will be registered. At a minimum, each region should make official plan and capital budgeting information for the region and its constituent municipalities available to the public. The Internet has considerable potential in this regard.

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- **It would be helpful if the regions and area municipalities agreed on a set of common terminology and graphical symbols as a basis for clearer communication and decision-making.**

- **In recognition that developing the urban structure is a very long-term project, the regions and area municipalities should adopt a common practice for identifying senior staff and key political representatives with responsibility for continuity and coordination of urban structure issues within each jurisdiction.**

  Staff turnover weakens the institutional memory and this often undermines the ability of municipalities to follow through on earlier commitments.

6.0 CONCLUSION

The initiative to develop and implement a vision of urban structure for the GTA was both ambitious, timely and vitally necessary. The participants who developed the concept and then worked with it all deserve recognition for tackling what to many communities would appear to be a daunting challenge.

We are pleased to be able to report that a good start has been made, and while we have identified problems and made recommendations to address them, this report represents an effort to make a constructive contribution to this major worthwhile initiative. This study shows most progress has been made in terms of developing plans for nodes but that corridor development needs more work. There is also concern that more attention needs to be paid to market factors, and that this may be an opportune time to revisit the GTA vision for nodes and corridors to renew municipal support for the concept and refine strategies for its achievement. The recognition that moving to a new urban structure was an evolutionary process that would span three decades and involve many stakeholders underlines the need for a mechanism by which those involved can receive feed back and monitor progress toward a common vision. A more optimistic perspective on the prospects for the GTA is that the widespread implementation of policies for compact urban form and sometimes urban design will positively benefit the quality and character of development in the GTA.

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APPENDIX 1.

Interview Guide

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Interview Guide

1. Who represented your Municipality on discussions with the GTCC with respect to the vision presented in *GTA 2021 - Challenge of Our Future*? Who is now responsible for the implementation of the urban structure vision?

2. What mechanism was used to report back to your municipality with respect to the "vision" agreed to at the GTCC?
   A report to Council?
   Or .... Was it dealt with by staff? If so, how and by which department?

3. Has Council formally adopted the principles set out in *GTA 2021 - Challenge of Our Future*? If so, on what date? And, if accepted, in whole or in part?

4. Is the concept of nodes and corridors defined in your OP? If so, in what sections?

   If the concept of the urban structure is not explicit in your current OP, have the individual characteristics (compact, contiguous, mixed-use, transit & pedestrian friendly) been dealt with in your OP?
   If so, in what sections?

5. If nodes (or centres) are addressed in your OP, does it stipulate a hierarchy? (regional, urban, community, neighborhoods)

6. Have any OP Amendments or secondary plans been approved since 1992 that support
   a) the concept of nodes and corridors,
   b) transit use or
   c) intensification
   Are any in preparation?
   If so, at what stage in the process?

7. Have any urban design guidelines been established that will significantly affect the design of new developments in a way that will encourage the use of transit?

8. Have any zoning by-law amendments been processed that will encourage development in the categories noted under question 6?

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9. How are the priorities of your municipality's capital works program linked to initiatives identified by the planning department. (transportation plans, development charges forecast)
Are there any policies in your OP or corporate strategic plan that establish priorities for capital spending?

10. (If the urban structure is incorporated in the OP)
Is the infrastructure in place to meet the requirements of the major nodes and corridors identified in your OP?
If not, what projects (roads, transit, water, sewer) will be required?
When are these projects scheduled for capital investment?
At what stage are they in the process? (study, negotiation, underway)

11. Is infrastructure ever put in place to attract development?
Or, is infrastructure a response to development initiatives?

12. Have development applications been submitted within your primary centre, since 1992, that contribute to the urban structure vision?
How many and what type? (residential, commercial, residential, industrial)
Location? At what stage in the process?

13. (If the urban structure is incorporated in the OP)
How would you characterize the reaction of the development industry? (positive? negative? mixed?)
Are you receiving applications that comply? **Or** OPA's?
Or is development pressure on peripheral greenfield sites?

14. Is it stated anywhere in your OP that priority will be given to applications within your designated nodes and corridors (or to those that encourage transit use or those that promote intensification?)

15. Are there any other mechanisms or policy initiatives the municipality has taken since 1992 that will do one of the following?
    (a) Encourage development that fits with the nodes and corridors concept.
    (b) Encourage development that supports the concept of increased transit usage?
    (c) Encourage development that support the concept of intensification?
    (d) Other

    (strategic plan, corporate vision, intensification inventory, transportation plan, transit plan)

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APPENDIX 2.

Exhibits

Exhibit 5: Strategic Goals and Objectives in Regional Official Plans

Strategic Goals	Halton	Peel	York	Metro	Durham
Direct % of growth to existing development areas	III B2a3 prescribes urban growth boundaries III B2e6 infilling & development to complete existing communities	5.2 describes urban boundary limit to 2021. 5.3.17 recognize integrity and physical characteristics of existing communities 5.3.2.3 use existing services and infrastructure...to accommodate a pattern of compact..urban development and redevelopment. 7.10.2.2 joint monitoring of redevelopment to total redevelopment ratio and regional transit modal share	Sect 5.2.4 20% of existing built up areas....in keeping with nodes and corridors Growth to 2021 as per structure on Map 5	2.1.1 (2) plan for a structure to accommodate minimum 2.5 million people and 1.7 jobs by 2011	Horizon year is 2021, with a population of 970,000. A4 limit to urban boundary 8.3.1 refers to Map A 4.2.3 20% of new growth intensification in existing areas
commitment to establish urban structure of nodes and corridors	II F2a The Urban System, supported by a growth strategy II (F6). III B2a2 identifies urban structure that supports development of nodes and strategically located mixed-use corridors	5.3 describes urban structure...intensified and compact form and a mix of land uses 5.3.3.1 regional urban nodes to be linked by public transit, development with a mix of residential and employment opportunities, laid out to be safe, accommodate transit and walking. 5.3.2.6 requires area municipalities to recognize similar characteristics plus CEPTED. 5.3.1.5 urban structure, form and densities that are pedestrian friendly and transit supportive	Sect. 5.2.2 (a) relies on map 5 depicting hierarchy of urban areas including regional, urban and local centres and corridors. 5.2.4 (f) Community design to support system of centres and corridors. 5.3 describes regional and urban centres	2.1.1 (1) compact regional urban form based on centres and corridors, supportive of transit, walking etc.	7.2.1 structure of distinct and compact urban areas (three). 8.3.6 Hwy 2 recognized as an important corridor linking urban areas requiring joint special study and treatment.

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Establishes hierarchy of nodes and corridors	designates 8 regional nodes on Map 1 (part of official plan) III B3c Location of nodes	designates 2 regional nodes on Schedule B (part of official plan). Other nodes identified on area municipal plans.		2.1.1 (4) identifies metropolitan centres and corridors, designated on Map 2 (part of official plan) Differentiation of hierarchy indicated in 2.1.2.2 (major with high capacity rapid transit, intermediate with rapid transit) and confirmed by Table 2 (part of official plan)	Map A (part of plan) designates eight Main Central Areas. Deduce from map that Oshawa and Pickering are of a higher order than other six MCAs. 9.2.2 Central areas are focal point of public uses and amenities. 9.3.2 sets out commercial hierarchy based on GLA limits. Highest level in Oshawa and Pickering.
Give priority to capital investment to support structure	III B2e6 local Ops to give priority to employment lands and deal with phasing and contiguous development	5.3.2.3 efficiently use existing services and infrastructure...accommodate compact...urban development and redevelopment. 6.7.6 long term works supply strategies	Sect. 5.3.6 priority to transit and infrastructure improvement in (all) centres	4.2 General policies on corporate financing initiatives. Maps indicate priorities: Appx. B Future Rapid Transit Facilities Phasing, and others, not part of plan.	None
Require monitoring of growth in nodes & corridors	III B2e7(b) requires area municipalities to estimate availability of development lands and intensification opportunities. IV E3o5 parking policies to support transit use	7.10.2 general joint monitoring requirements including redevelopment to total ratios and modal share.	Sect 5.2.2 requires area municipalities to monitor growth management strategies	4.1.3 General monitoring policies.	None

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Require secondary plans to promote compact urban form, supportive of transit usage in nodes	III B1b2 Supports a form of growth that is compact and supportive of transit usage and makes efficient use of space and services. III B3a1 detailed objectives for nodes, including live-work (B3b1), reduction of auto-usage III B3a3 promotes access by transit III B3b3 urban design favouring pedestrian traffic and public transit over automobile III B3b5 development densities and patterns supportive of high level of transit service.	5.3.3.2 designates regional urban nodes as compact, mix of new and redevelopment, with area municipal plans for role and character, extent, population and employment capacity, location type and density of land use, streetscape, transportation etc	6.2.3	2.1.2.2 requires area municipalities to prepare plans for major and intermediate centres based on detailed criteria: employment/population of one job per 1.5 residents less than 75 ha 10-25,000 jobs, function as community focus	8.2.1 Planning and development shall be based on principles of compact form, appropriate mixes, good urban design, increased transit usage, pedestrian links and a road grid to enhance access to transit.
Development of corridors	IV E3d Trafalgar Rd and Hwy 5 to be considered as corridor links to Mississagua Transitway. Table 2 contains functional specs for transportation corridors. IV E3n1 Requires area municipalities to detail policies on transit service, including location and level of service. IV E3n2 requires area municipalities to designate transit supportive corridors and polices to support pedestrian and transit usage. IV E3o1 mid-block collectors to promote transit accessibility. IV E3o3 requires area municipalities to provide flexibility promote	5.3.3.2.6 Jointly regional urban corridors to link and support regional urban nodes, provide opportunities for live work in a transit supportive, pedestrian friendly urban form., have area municipalities identify corridors consistent with regional policies. 5.6.5.2.1 Support implementation of High Order Transit Network as per Sched. E (part of official plan) and 5.6.4.2.14 HOV network as per Figure 6 (not part of plan). 5.6.5.1.4 Support and encourage transit-supportive development densities and patterns, on major bus corridors.		2.1.3.3 Requires area municipalities to designate Metropolitan Corridor Reurbanization Area in their plans. 2.1.3. 29 (b) Require area municipalities to allow for linear pattern of intensification (and appropriate mix) along roads well served by transit.	8.2.2 Within urban and central areas, regional roads shall be intensively developed with a mix of uses in conjunction with transit facilities. 8.3.7 Provides for streetscape improvements in urban areas on regional roads.

	transit supportive land use. III B2e6 require area municipal plans to designate mixed use corridors at strategic locations to support development of nodes and increase transit usage				
Transit supportive policies	IV E3e transportation system to facilitate nodal development.	5.6.4.2.5 Encourage area municipalities to integrate transportation modes at nodes. 5.6.3.1 (e) construct HOV on 403 between 401 and Halton-Peel boundary, and possibly HOV or reserve bus lanes on 410 from 401 to Bovaird Dr.	Too numerous to list	2.1.3 (29) Promote nodal intensification within 500 metres of rapid transit stations	8.2.1 (a) more compact development
Commitment to support attainment of strategic targets e.g. modal split	III B2e1 & 2 population forecasts for capital budgetting and infrastructure planning...objective for strong live-work relationship in Halton. E2f and g 20% modal split by 2011 and early introduction of transit to new development areas	5.6.1 Objective to encourage an increased public transit modal share. 5.6.5.2.3 Encourage area municipalities to target modal share in peak period of 20% by 2021.	Sect 6.2.2 and 6. 2.10 target for 33% m.s. and stressing improved m.s. asap	2.4.1 d (i) Achieve target of peak period modal split of 50% transit, walking, cycling.	8.2.1 (e) increased use of public transit
Innovative linkages outside planning	III B3d8 encourages development industry to use Halton Region Transit Opportunities and Transit supportive land use planning guidelines to guide urban design in nodes	5.6.5.2.6 Provide preferential treatment for transit vehicles on regional roads. 5.6.2.5 Encourage other jurisdictions to increase transit usage and ridesharing and tdm. 5.6.2.8 Encourage TDM and ride sharing programs.		2.4.1 d (ii) Reduce vehicle usage by increasing average occupancy to 1.25.	

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Exhibit 9: Criteria for Establishing Nodes

HALTON

Node	Node Type	Suggested FSI	Actual FSI	Suggested Size (ha)	Actual Size (ha)	Suggested Employment Target (000's)	Actual Employment Target (000's)	Suggested Population/ Employment Ratio	Actual Population/ Employment Ratio	Actual Population Target (000's)	Meets Criteria
Burlington Uptown Core	I	2-4	0.5-2.5	<75	90	7-25	*10-15	1:1.5-2.0	1:0.30-0.75	*20-30	Yes
Burlington Midtown Core	-	-	0.65	-	110	-	*5-10	-	1:0.25-1.00	*10-20	No
Burlington Downtown	-	-	1.5-4.5	-	55	-	*3-5	-	1:0.3-0.7	*7-10	No
Oakville 1 - Palermo	I	2-4	NG	<75		7-25	*20-25	1:1.5-2.0	1:0.80-1.25	*20-25	No
Bronte	-	-	NG	-	25	-	*1-2	-	1:0.2-1.0	*2-5	No
Oakville Midtown	-	-	NG	-	185	-	*3-7	-	1:0.3-1.4	*5-10	No
Oakville Downtown	-	-	NG	-	40	-	*3	-	1:0.6-1.0	*3-5	No
Oakville Uptown Core	I	2-4	2.0	<75	135	7-25	*20-25	1:1.5-2.0	1:0.80-1.25	*20-25	Yes

PEEL

Node	Node Type	Suggested FSI	Actual FSI	Suggested Size (ha)	Actual Size (ha)	Suggested Employment Target (000's)	Actual Employment Target (000's)	Suggested Population/ Employment Ratio	Actual Population/ Employment Ratio	Actual Population Target (000's)	Meets Criteria
Mississauga City Centre	M	>6	2-4	75-150	215	25-100	115	1:2.5	1:3.3	34.3	Yes

Exhibit 9: **Criteria for Establishing Nodes**

HALTON

Node	Node Type	Suggested FSI	Actual FSI	Suggested Size (ha)	Actual Size (ha)	Suggested Employment Target (000's)	Actual Employment Target (000's)	Suggested Population/ Employment Ratio	Actual Population/ Employment Ratio	Actual Population Target (000's)	Meets Criteria
Burlington Uptown Core	I	2-4	0.5-2.5	<75	90	7-25	*10-15	1:1.5-2.0	1:0.30-0.75	*20-30	Yes
Burlington Midtown Core	-	-	0.65	-	110	-	*5-10	-	1:0.25-1.00	*10-20	No
Burlington Downtown	-	-	1.5-4.5	-	55	-	*3-5	-	1:0.3-0.7	*7-10	No
Oakville 1 - Palermo	I	2-4	NG	<75		7-25	*20-25	1:1.5-2.0	1:0.80-1.25	*20-25	No
Bronte	-	-	NG	-	25	-	*1-2	-	1:0.2-1.0	*2-5	No
Oakville Midtown	-	-	NG	-	185	-	*3-7	-	1:0.3-1.4	*5-10	No
Oakville Downtown	-	-	NG	-	40	-	*3	-	1:0.6-1.0	*3-5	No
Oakville Uptown Core	I	2-4	2.0	<75	135	7-25	*20-25	1:1.5-2.0	1:0.80-1.25	*20-25	Yes

PEEL

Node	Node Type	Suggested FSI	Actual FSI	Suggested Size (ha)	Actual Size (ha)	Suggested Employment Target (000's)	Actual Employment Target (000's)	Suggested Population/ Employment Ratio	Actual Population/ Employment Ratio	Actual Population Target (000's)	Meets Criteria
Mississauga City Centre	M	>6	2-4	75-150	215	25-100	115	1:2.5	1:3.3	34.3	Yes

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Erin Mills	I	2-4	0.5	<75	85	7-25	NG	1:1.5-2.0	NG	43.9	No
Hwy 10, south of Hwy 401	I	2-4	0.5-2.0	<75	200	7-25	NG	1:1.5-2.0	NG	NG	No
Airport Corporate Centre	I	2-4	0.5-2.0	<75	175	7-25	14	1:1.5-2.0	NG	NG	No
Brampton	I	2-4	1.25-3.00	<75	200	7-25	37-45	1:1.5-2.0	1:0.95-1.35	33-39	Yes
Bramalea Gateway	-	-	?	-	60	-	5.7	-	1:0.4	14.8	No

YORK

Node	Node Type	Suggested FSI	Actual FSI	Suggested Size (ha)	Actual Size (ha)	Suggested Employment Target (000's)	Actual Employment Target (000's)	Suggested Population/ Employment Ratio	Actual Population/ Employment Ratio	Actual Population Target (000's)	Meets Criteria
Hwy 427 & Hwy 7	I	2-4	NG	<75	50	7-25	NG	1:1.5-2.0	NG	NG	No
Vaughan Corporate Centre	I	2-4	1.0	<75	185	7-25	NG	1:1.5-2.0	NG	NG	Yes
Vaughan Centre	-	-	NG	-	95	-	NG	-	NG	3	No
Langstaff Gateway	I	2-4	0.25-2.50	<75	50	7-25	10-18	1:1.5-2.0	1:0.8-1.8	10-12	Yes
Richmond Hill	I	2-4	1.25-1.90	<75	30	7-25	NG	1:1.5-2.0	NG	NG	No
Beaver Creek	-	-	0.75-1.00	-	280	-	NG	-	NG	NG	No
Markham Centre	I	2-4	0.6-4.0	<75	270	7-25	36.9	11.5-2.0	1:1.5	55	Yes

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Erin Mills	I	2-4	0.5	<75	85	7-25	NG	1:1.5-2.0	NG	43.9	No
Hwy 10, south of Hwy 401	I	2-4	0.5-2.0	<75	200	7-25	NG	1:1.5-2.0	NG	NG	No
Airport Corporate Centre	I	2-4	0.5-2.0	<75	175	7-25	14	1:1.5-2.0	NG	NG	No
Brampton	I	2-4	1.25-3.00	<75	200	7-25	37-45	1:1.5-2.0	1:0.95-1.35	33-39	Yes
Bramalea Gateway	-	-	?	-	60	-	5.7	-	1:0.4	14.8	No

YORK

Node	Node Type	Suggested FSI	Actual FSI	Suggested Size (ha)	Actual Size (ha)	Suggested Employment Target (000's)	Actual Employment Target (000's)	Suggested Population/ Employment Ratio	Actual Population/ Employment Ratio	Actual Population Target (000's)	Meets Criteria
Hwy 427 & Hwy 7	I	2-4	NG	<75	50	7-25	NG	1:1.5-2.0	NG	NG	No
Vaughan Corporate Centre	I	2-4	1.0	<75	185	7-25	NG	1:1.5-2.0	NG	NG	Yes
Vaughan Centre	-	-	NG	-	95	-	NG	-	NG	3	No
Langstaff Gateway	I	2-4	0.25-2.50	<75	50	7-25	10-18	1:1.5-2.0	1:0.8-1.8	10-12	Yes
Richmond Hill	I	2-4	1.25-1.90	<75	30	7-25	NG	1:1.5-2.0	NG	NG	No
Beaver Creek	-	-	0.75-1.00	-	280	-	NG	-	NG	NG	No
Markham Centre	I	2-4	0.6-4.0	<75	270	7-25	36.9	11.5-2.0	1:1.5	55	Yes

DURHAM

Node	Node Type	Suggested FSI	Actual FSI	Suggested Size (ha)	Actual Size (ha)	Suggested Employment Target (000's)	Actual Employment Target (000's)	Suggested Population/ Employment Ratio	Actual Population/ Employment Ratio	Actual Population Target (000's)	Meets Criteria
Pickering	I	2-4	3.0	<75	155	7-25	NG	1:1.5-2.0	NG	11.3	Yes
Harwood & Hwy 2	-	-	NG	-	70	-	NG	-	NG	NG	No
Harwood & Bayly	-	-	NG	-	95	-	NG	-	NG	NG	No
Downtown Whitby	-	-	NG	-	150	-	NG	-	NG	NG	No
Rossland Garden	-	-	NG	-	50	-	NG	-	NG	NG	No
Winchester & Simcoe	-	-		-		-	NG	-	NG	NG	No
Oshawa	M	>6	2.5	75-150	65	25-100	NG	1:2.5	NG	NG	No

METRO

Node	Node Type	Suggested FSI	Actual FSI	Suggested Size (ha)	Actual Size (ha)	Suggested Employment Target (000's)	Actual Employment Target (000's)	Suggested Population/ Employment Ratio	Actual Population/ Employment Ratio	Actual Population Target (000's)	Meets Criteria
Rexdale	I	2-4	1-3	<75 ha	NG*	7-25	15-20	1:1.5-2.0	NG	15-20	Yes
Mimico Centre	I	2-4	1-3.5	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	No
Etobicoke	M	>6	2-5	75-150 ha	NG*	25-100	25	1:2.5	1:2.3	11	No
Sherway	-	-	1	-	NG*	7-25	20	1:1.5-2.0	1:2.7	7.4	Yes
Airport Business Park	-	-	1	-	NG*	7-25	NG	1:1.5-2.0	NG	NG	No
Hwy 427	-	-	1	-	NG*	7-25	NG	1:1.5-2.0	NG	NG	No
North York City Centre	M	>6	3-5.2	75-150 ha	NG*	25-100	NG	1:2.5	NG	NG	Yes
York University	I	2-4	1-2.5	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	Yes

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DURHAM

Node	Node Type	Suggested FSI	Actual FSI	Suggested Size (ha)	Actual Size (ha)	Suggested Employment Target (000's)	Actual Employment Target (000's)	Suggested Population/ Employment Ratio	Actual Population/ Employment Ratio	Actual Population Target (000's)	Meets Criteria
Pickering	I	2-4	3.0	<75	155	7-25	NG	1:1.5-2.0	NG	11.3	Yes
Harwood & Hwy 2	-	-	NG	-	70	-	NG	-	NG	NG	No
Harwood & Bayly	-	-	NG	-	95	-	NG	-	NG	NG	No
Downtown Whitby	-	-	NG	-	150	-	NG	-	NG	NG	No
Rossland Garden	-	-	NG	-	50	-	NG	-	NG	NG	No
Winchester & Simcoe	-	-		-		-	NG	-	NG	NG	No
Oshawa	M	>6	2.5	75-150	65	25-100	NG	1:2.5	NG	NG	No

METRO

Node	Node Type	Suggested FSI	Actual FSI	Suggested Size (ha)	Actual Size (ha)	Suggested Employment Target (000's)	Actual Employment Target (000's)	Suggested Population/ Employment Ratio	Actual Population/ Employment Ratio	Actual Population Target (000's)	Meets Criteria
Rexdale	I	2-4	1-3	<75 ha	NG*	7-25	15-20	1:1.5-2.0	NG	15-20	Yes
Mimico Centre	I	2-4	1-3.5	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	No
Etobicoke	M	>6	2-5	75-150 ha	NG*	25-100	25	1:2.5	1:2.3	11	No
Sherway	-	-	1	-	NG*	7-25	20	1:1.5-2.0	1:2.7	7.4	Yes
Airport Business Park	-	-	1	-	NG*	7-25	NG	1:1.5-2.0	NG	NG	No
Hwy 427	-	-	1	-	NG*	7-25	NG	1:1.5-2.0	NG	NG	No
North York City Centre	M	>6	3-5.2	75-150 ha	NG*	25-100	NG	1:2.5	NG	NG	Yes
York University	I	2-4	1-2.5	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	Yes

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Consumers Road	I	2-4	1.5	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	No
Yonge & Steeles	I	2-4	1.5-2.5	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	No
Toronto City Centre	C	>6	4-12	NG	NG*	NG	NG	NG	NG	NG	Yes
Yonge & St. Clair	I	2-4	3-7.6	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	Yes
Yonge & Eglinton	I	2-4	3-5	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	Yes
York City Centre	I	2-4	2.5-3.5	<75 ha	NG*	7-25	12	1:1.5-2.0	1:1	12	No
East York Centre	I	2-4	2-4	<75 ha	NG*	7-25	NG	1:1.5-2.0	1.5:1	NG	No
Scarbo-rough City Centre	M	>6	1-4	75-150 ha	NG&	25-100	NG	1:2.5	NG	40	Yes
Agincourt Centre	-	-	1.5	-	NG*	-	NG	-	NG	5-10	Yes
Kennedy & Eglinton	I	2-4	1.5-3.0	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	5-10	No

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Consumers Road	I	2-4	1.5	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	No
Yonge & Steeles	I	2-4	1.5-2.5	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	No
Toronto City Centre	C	>6	4-12	NG	NG*	NG	NG	NG	NG	NG	Yes
Yonge & St. Clair	I	2-4	3-7.6	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	Yes
Yonge & Eglinton	I	2-4	3-5	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	NG	Yes
York City Centre	I	2-4	2.5-3.5	<75 ha	NG*	7-25	12	1:1.5-2.0	1:1	12	No
East York Centre	I	2-4	2-4	<75 ha	NG*	7-25	NG	1:1.5-2.0	1.5:1	NG	No
Scarbo-rough City Centre	M	>6	1-4	75-150 ha	NG&	25-100	NG	1:2.5	NG	40	Yes
Agincourt Centre	-	-	1.5	-	NG*	-	NG	-	NG	5-10	Yes
Kennedy & Eglinton	I	2-4	1.5-3.0	<75 ha	NG*	7-25	NG	1:1.5-2.0	NG	5-10	No

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Exhibit 18: Characteristics Of Nodes With Secondary Plans

Node	Mixed Use	Compact	Pedestrian	Transit	Consistent with GTA Vision
Burlington Uptown Core	●	○	●	●	High
Burlington Midtown Core	●	○	●	●	High
Burlington Downtown	●	●	●	○	High
Bronte Community	○	○	●	○	Not
Oakville Midtown	○	○	●	○	Not
Oakville Downtown	●	○	●	○	Not
Oakville Uptown Core	●	○	●	●	High
Vaughan Corporate Centre	●	●	●	●	High
Vaughan Centre	●	○	●	●	High
Langstaff/ Gateway	●	●	●	●	High
Richmond Hill	●	○	●	○	Medium
Mississauga City Centre	●	●	●	●	High
Erin Mills	○	○	○	●	Not
Hwy 10 south of Hwy 401	●	○	●	●	High
Airport Corporate Centre	○	○	●	●	Medium
Brampton	●	○	●	●	High
Bramalea Gateway	●	○	●	●	High
Hwy 427 & Hwy 7	●	○	●	●	High
Beaver Creek	○	○	●	●	Medium
Markham Centre	●	○	●	●	High
Rexdale	●	●	○	○	Medium
Mimico Centre	●	○	●	●	High
Etobicoke Centre	●	○	●	●	High
Sherway	●	○	●	●	High

North York City Centre	●	○	●	●	High
York University	○	○	●	●	Medium
Consumers Road	○	○	●	●	Medium
Yonge & St. Clair	●	○	●	●	High
Yonge & Eglinton	●	○	●	○	Medium
York City Centre	●	○	●	●	High
East York City Centre	●	○	●	●	High
Scarborough City Centre	●	○	●	●	High
Agincourt Centre	●	●	●	●	High
Kennedy & Eglinton	●	●	●	●	High
Pickering Centre	●	●	○	●	High
Bayly & Hwy 2	●	○	●	○	Medium
Bayly & Harwood	●	○	●	●	High
Downtown Whitby	●	●	●	●	High
Rossland Garden	●	○	●	●	High
Oshawa City Centre	●	○	●	●	High